AASW

THE COMPASS

AMERICAN ASSOCIATION OF SOCIAL WORKERS

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THROUGHOUT THIS ISSUE you are being reminded of the mail vote on questions about membership requirements and incorporation. This is another such reminder, at the risk of interrupting your study of far more exciting contributions in this issue. These contributions point up compellingly the tasks to which the professional Association must give its immediate and concerted attention. The very existence of the tools needed for these tasks is at stake in the mail vote on the membership requirements. Even the matter of incorporation has an important part in how well we undertake the many responsibilities we agree we have at this time, for an orderly and business like setting for management is an essential. In our zeal to tackle current problems and to play the part we are fitted for after the war, we must not lose sight of the fact that what the AASW does and how effective its achievements are depend upon our clarity of vision as the general professional organization in social work. Steps we take on any matter must be such as to advance the Association's usefulness in the professional movement dedicated to development of the social services. Serious indeed therefore are the questions now before the membership, for on the answers to them rest in large measure our capacity to carry out the obligation we have assumed in the public interest.

WHEN war comes to a nation, its impact is felt on every field of endeavor. The social work profession has felt and is feeling the effect of a country mobilizing for total war. The dislocation of family life when men leave home to enter military service or to take jobs in war industries and the dislocation of community life when war activity brings in thousands of new people almost overnight, have created new or added problems for individuals and communities. Public and private social agencies have found it necessary to assume new functions to meet the new urgent needs created by these conditions.

Another significant development (which has come about as a result of the war) is the change in attitude toward certain community services. In time of peace our nation somewhat casually followed an unplanned course in doing the jobs of food production, building of decent housing, providing adequate health services, employment services, recreational services, vocational training and education for citizenship. Now more persons are seeing that a close relationship exists between these activities and the maintenance of production lines. As a result, these activities have assumed high-pressure importance. It is no longer a question of balancing the demands for the services against the resistance of those who oppose them. The question now is what is the best and quickest way of getting them done.

These developments have given the profession of social work new opportunities and new responsibilities. I share with many of you the conviction that the professional Association is an effective instrument through which we can fulfill these responsibilities and make the most of our new opportunities.

THE first responsibility of the social work profession is to make available the specialized knowledge and skill of professional social workers in such a manner as to insure their intelligent and effective utilization for the war effort. There is a danger, of course, that in focusing attention on the problems which are created in communities by the ebb and flow of military personnel or concentration of large numbers of industrial war workers and their families, we might lose sight of the fact that a time of stress and change like the present always creates new problems and aggravates old ones, even in communities which are not directly affected by war activities. The social work profession has a continuing obligation to see that existing community services are not only maintained but improved in every town and city in the nation. To fulfill this responsibility a solution must be found for the extremely serious problem of obtaining and keeping competent personnel to meet the demands of the new war organizations without endangering the established regular social services. The organization of the Wartime Committee on Personnel in the Social Services is an important step in the direction of working out a satisfactory solution for this problem.

A SECOND responsibility of professional social workers is to resist with vigor the efforts of those holding the point of view that in time of war we must put aside such peacetime objectives as child welfare and family security if we are to complete successfully our program of building airplanes, guns, ships and tanks. The social work profession in general and the AASW in particular can feel a justifiable pride for the part played during the past decade in the progress made to achieve our social objectives. Our country has made tremendous strides in safeguarding children and families, in protecting public health, in promoting the security of working people on the job and in their homes, and in providing at least some measure of protection for old age. Our efforts must be directed constantly toward strengthening our existing social protections and community services, and stressing the importance of improving our social gains of the past decade as a prime essential of our national welfare.

A THIRD responsibility was described by Miss Coyle in her letter to the membership which appeared in the November 1942 COMPASS. She said, "In a period of new social alignments and of tremendous social changes, social institutions of all kinds are in the making. If we believe that adequate and competently manned social services must have an increasing part in the emerging period, it behooves us at this time to gird ourselves for intelligent and far-sighted action. If we, as social workers, are not able to do this we shall have little part in determining that future." It is obvious that the AASW can serve as an excellent channel through which social workers can use their experience in contributing to the shaping of the future. The AASW Committee on Organization and Planning of Social Services has outlined a program of action which, if carried out successfully, should help us to fulfill this obligation.

OUR professional Association possesses many assets. The excellent direction given to the affairs of the Association on a national level by our elected representatives during these trying times should make all of us feel a sense of pride that the Association can command such a high standard of leadership. The varied and significant activities carried on by chapters during this same period reflect the high degree of competent leadership available to the Association in local communities. The loyal and competent service of the national office staff in carrying on under trying conditions is further evidence of the Association's strength. Our greatest strength, however, lies in the individual professional social worker who, despite increasing demands for service, has continued to render to his clients and his community an important specialized service on the highest professional level. An increasing number of these professional social workers have sensed the challenge of these times and have demonstrated their interest in the development of a vital Association program. The many generous expressions of good wishes to me as well as offers of assistance are an indication that we can achieve full and responsible participation of a large part of the membership in the development of the program of the Association.

I consider it a privilege to have an opportunity to serve the membership of the AASW at a time when the social work profession can do so much to help win the war and share in the important work of rebuilding the post war world.

JOSEPH P. ANDERSON,
Executive Secretary

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THE REAL CRISIS IN SOCIAL WORK

By **Dorothy C. Kahn,** Director of Department of Economic Adjustment and Family Service, National Refugee Service, and member of the AASW Committee on Organization and Planning of Social Services in the War and Post War.

"You take as a point of departure the individual, if I may be allowed to call the devil by his right name. In a totalitarian state, it should no longer be allowed to ask, as you dared to do, whether or not an individual can get on without plasters and poultices, but, on the contrary, whether plasters and poultices can get on without the individual. In the same way the fact has been established by appropriate police methods, that public speaking does not exist for listeners but listeners for public speaking; so, too, the school does not exist for pupils but pupils for the school, and the railway not for travelers but travelers for the railway, und so weiter, und so weiter."

From SEED BENEATH THE SNOW by Ignazio Silone

THE difficulty I am encountering in reducing to cold type the verbal commentary which I presented to the AASW membership in March,[1] has led me to believe that there is something more involved than a personal aversion to one's own words in print. There is, of course, always the possibility that what one says to one's colleagues may reach other ears and eyes. There is no fundamental reason why we should fear this because there is no profession that does not operate, to a degree, in a goldfish bowl. Relatively speaking, however, social work has always been somewhat protected from public scrutiny because of the fundamental fact that the public which pays for it is not always (in fact seldom, until recently) the same public that receives its services directly. It is this fact which has led to certain shibboleths that have interferred with the kind of objective self criticism of which the profession is urgently in need. As a profession, we do, indeed, take ourselves to task from time to time, but mostly on the subject of how much we are misunderstood. The kinds of criticisms that have been made of social work and social workers by the public have been so focused on an honest or wishful doubt about the vast unmet needs which this profession serves, that any critical appraisal of philosophy, method or practice by its own members runs the risk af appearing like disloyalty to the cause and, more importantly, contributing to the popular notion that because we are a profession which makes its living in the area of other people's misfortune, we tend to exaggerate those misfortunes in our own interest. There is a strange syllogism here. A profession that believes in its duty to bear witness to the needs which are disclosed in its daily task cannot afford the luxury of skepticism about the capacity of the general public to understand those needs and eventually to meet them as they should be met. A profession that is grounded in faith in the integrity and infinite capacity of individual human beings cannot restrict that faith to its clientele and withhold it from the general supporting public without being guilty of hypocrisy.

It has never been easy to raise money for social work either from tax supported or voluntary sources. In spite of the millions spent for these purposes, these millions have never been adequate to meet the needs they were designed to meet. More important than any proposals made by the National Resources Planning Board for future security programs is the factual data assembled in the course of its study. These data demonstrate beyond question the extent of insecurity or, shall we say, plain poverty in this most generous of nations, which happens, for the moment, to be enjoying an employment boom in certain places. It is true, nevertheless, that it has been found by the vast fund-raising machinery of philanthropic organizations, to be much easier to raise money for certain purposes than others. The result is that interpretation to the public has not kept step with the march of progress in the field. The increas-

[1] Association meeting held during the New York Regional Conference of the National Conference of Social Work,

ing concentration of power for organization and planning in the hands of the fund-raising and allocating machinery has not, in the opinion of this observer, led to a corresponding reduction in the organization anarchy of the field. Nothing that is said here should be interpreted to mean any lack of confidence in the achievements of the National Information Bureau, local councils of social agencies and the President's Wartime Control Board, Chambers of Commerce Accrediting Bureaus, and other coordinating bodies in their efforts to discriminate among the vast numbers of appeals for public support and to provide the public with appropriate enlightenment about where its money goes. We are concerned here not with the disreputable organizations which continue to appeal successfully for public support nor even with those of doubtful character. Such features of the organizational scene are being dealt with more effectively than are the problems of duplication of effort, overlapping and competing agencies and concomitant pirating of personnel which is going on today within the most respectable organizations in social work and among those which have a most legitimate claim upon public interest and support. It would be easy to assume that the entire problem is one of organization, over which the profession itself has no control. But inasmuch as professional social workers individually, and as a group, wield an enormous influence in the creation and maintenance of social agencies, the profession should be expected to take leadership both in the area of self-discipline and among the public which supports social work enterprises. It has done this frequently in the past, not only in the promotion of better education and constantly developing standards of practice, but also in sponsoring those forms of social work organization most likely to meet current needs. Although practitioners are assumed to exercise this kind of self-discipline and leadership, not all of the members of this profession act with equal courage and selflessness even when they recognize the problems before them. There are tendencies not only to institutionalization but also inactivity and self-interest appearing in this as in other fields, which it is the responsibility of the profession as a whole to combat.

Professional organizations have been concerned chiefly in the last few years with recognized shortages in the field, because of the great dearth of personnel for specific available jobs in both public and private agencies, and, latterly, for newly developing wartime activities. There has been ample emphasis, although little effective action, in recruiting for the field, in extending facilities for regular and special preparation for that large component of sub-professional or inadequately prepared personnel which this field has inevitably utilized to meet urgent demands. Recommendations for the extension of training facilities have not been accorded the kind of attention they have had in other professions, notably medicine, nursing and engineering, where wartime demands seem to be more obvious.

Meanwhile, the problem of manpower shortage is complicated by the situations such as the following: Local agency X's clientele has moved across the river to boomtown Y. Agency X casts about for new fields of activity but is restrained from extending its services across the river where its clientele clamors for old and new services because its contributing members or the financial federation which supports it, has a limited jurisdiction and has not yet encompassed the new area of need. And national agency A, under the impact of war, announces that it is prepared to render all of the services which, since the last war, have been very properly developed by other public and private agencies. Because of its war-connected character it bids fair to be able to raise the money to support its claim, whether it can recruit the staff to perform the services or not. Concurrently, new agencies, under both public and private auspices, are developing to meet new needs while old agencies that have quietly developed both

Editor's Note: *Miss Kahn's paper on the Real Crisis in Social Work opens up many controversial issues about the organization and planning of social services which are the responsibility of the profession to face and to deal with in a manner most in accord with the public interest.* THE COMPASS *will welcome further discussions of these issues in its pages. Moreover, it specifically urges that as members think about these questions they submit their ideas for publication in* THE COMPASS. *Thus can this magazine develop, as it should, into a real means for exchange among members of this organization.*

skills and practical demonstrations of service along similar lines, under less dramatic conditions, find themselves ignored in the enthusiasm of both laymen and professions for the "new wartime services." At the same time these agencies are losing staff not only to the armed forces and war industries, but to these more "war-connected agencies." In the face of this situation, how often does one hear of an agency frankly announcing that it is streamlining itself for wartime purposes and maintaining only a skeleton organization against a change in situation, or (!) going out of business for the duration or, perhaps, forever? In the face of such conditions, it is no wonder that practitioners are confused about where they can most appropriately render service in these times and run from agency to agency, seeking the most vital war connections they can find, thus increasing the manpower problem. It is doubtful whether even the recent freezing order will be adequate to control this tendency. The general public also is confused and may, in its confusion, render some harsh judgments.

The problem of manpower cannot be separated from the problem of auspices, as the War Manpower Commission has long since discovered in other fields of work. It is, therefore, essential that in our profession we reexamine the auspices of social work even at the risk of raising some very challenging questions. Social service functions, in contrast to certain other professions, require for their performance an agency or auspice. While services are performed by personnel of given skills and equipment and rendered in a very great variety of settings, this profession has not developed as private practice. The reasons for this are fairly obvious. There are many members of the profession who believe that it is not desirable to promote or develop private practice in this field because of its nature, and that we require, for the promotion and development of the practice of social work, agencies created by the public in the public interest for specific and limited purposes. These agencies and auspices, however, like schools in the field of education, courts in the field of law, or hospitals in the field of medicine, have tended to multiply, to become complex in organization and structure and, in short, to become institutionalized. Institutionalization is not necessarily a bad thing but institutions may and frequently do fail to be as flexible or as sensitive to changing needs as the professions which practice within them. Created in the first instance for a certain social purpose, social agencies may tend to adhere to that purpose even when the volume or nature of the need changes. Sometimes agencies change, not in response to changing needs but in response to changing concepts of their purpose on the part of their sponsors. This may be true of public as well as private agencies. Thus, the existence of a so-called social agency is not ipso facto a guarantee of the current validity of its social purposes. In fact, as has been suggested earlier, a social agency may become a partial or complete anachronism or even an anti-social force. It may be that some of the newer types of auspices can be explored to determine whether such auspices as labor unions, industries and government agencies outside the area of social work offer more or less protection for developing standards of service.

What factors in the organization of auspices of social work can be identified therefore

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THE REAL CRISIS IN SOCIAL WORK

(Continued from page 5)

as potentially inimical to the fundamental purposes of social work? Do these factors inhere in

(a) The structure and government of the social agency?

Illustration: A self-perpetuating board, without democratic control, which lays the agency open to the danger of becoming a toy for an individual or group or, at best, a vehicle for the exploitation of their particular interests.

(b) The specific character of the agency's functions?

Illustration: An agency created to facilitate adoption which, in the face of dearth of adoptable children, makes unsuitable placements.

(c) The limited or peculiar basis of support?

Illustration: The public agency drawing its support from certain special tax funds such as sales, liquor or amusement taxes.

(d) The use of personnel?

Illustration: The agency that requires its personnel to belong to a given political party or expects its personnel to promote a particular economic, social or religious doctrine.

The above illustrate only negative influences of institutionalization. They may not be widespread or numerous but there are enough of the elements of such hampering factors in many social agencies to call for continuous reappraisal of their government, structure, purposes and practice. In the history of organized social work, a number of methods and devices have been developed for social control. Among these devices might be listed:

Auditing
Licensing of agencies and institutions
The concept of corporate responsibility
Public reporting
Limited trusts
Information services for the guidance of contributors and others
Civil Service
Certification of personnel
Councils of social agencies
Other coordinating machinery such as the office of Defense Health and Welfare Services and possibly the War Manpower Commission

There should be added to the above two other items without which the list itself would be meaningless. These are *professional leadership* and *enlightened public interest.*

These are the factors that have made it possible to close obsolete institutions, revise or revive moribund agencies and create new facilities. Without leadership and enlightened public interest, the other devices would be empty gestures that would defeat their own ends. Our concern is with professional leadership. The public interest becomes enlightened only in two ways, either positively by constructive interpretation of what emerges in the daily practice of social work or negatively by the absence of professional leadership, resulting in disillusionment about the entire profession because it has permitted some of its members in strategic places to cater to prejudice, self-interest and what sometimes masquerades as an easy way of "getting things accomplished." If the profession itself cannot deal with such so-called leaders, the public will eventually do so in despair or rage. Some distinguished members of the profession, on the other hand, notably some of those in high places in public agencies, have found it possible to take the public into their confidence and have enlisted support for new programs on a wholly democratic basis of community organization. This is the more remarkable because these programs have not, to the extent of many of our voluntary services, required for their support or effectiveness either public reporting or the kind of extensive interpretation which has been undertaken. Their activities and results bear testimony to the intelligence and good will of the general public when the tasks of social work are not presented as being esoteric and beyond the grasp of common sense.

At a time when many of the persons who need the services of social agencies can begin to pay for those services and seek them because they already have an educated taste in what is sound and good, the profession itself cannot afford to be timid, fearful of new auspices nor lacking in courageous and critical judgments of the old—either old agencies or old leaders. The youngest generation of social workers is the best educated and disciplined that we have had. They are honest,

enthusiastic and full of faith in their skills and the explainability of their job. To be sure, there are not enough of them. Their education is not only a product of the schools but substantially of the most rigorous experience in the public social agencies during the depression. That experience is in demand today not only by clientele which can pay but in boomtown industries, employment offices, draft boards, the Armed Services and the vast population dislocated because of the war both at home and abroad. In the face of this demand, no single waste motion is tolerable. It will not do to argue that no matter how well coordinated our existing services become, there are still not enough social workers to go around.

The real crisis in social work today, as in most other occupations, is not the numerical shortage of personnel, no matter how great this may be, but the economical use of whatever personnel there is. This calls for a moratorium on organizational rivalries, obsolescent institutions, personnel pirating, personal ambitions and possibly also the wresting of control of leadership positions from those "men of little faith" who would make haste slowly because they fear the public cannot follow (them). It may well be that the public is ahead of us.

The national office wishes to maintain a complete file of members in the armed forces and related services, such as ARC, USO, USS. We realize it is not always possible for these members to keep us informed currently of their service addresses and for this reason many have sent a home address through which they may be reached. If it is not possible to provide a useful service address, will you at least let us know your branch of service and your rank.

This notice is being directed primarily to those who have not yet told us of being in service. We should also like to request that members who enter service in the future notify us of this fact and send the above information. We hope chapters will assist us also in maintaining accurate and complete data on our members in the service.

QUESTIONS FOR THE MAIL VOTE

The specific questions which the National Board will put up to the membership for a mail vote on June 1 are given below. A great many technical detailed matters are contained in these few questions. The AASW is your organization and it behooves you to be sufficiently informed to vote intelligently.

On Membership

Do you believe that the present requirements for AASW membership as now given in ARTICLE IV of the bylaws should be maintained for the immediate future?

Note on above question: The inclusion of Section 6 in Article IV of the bylaws will not be affected by either a "yes" or "no" vote on the above question since through previous membership action at the 1941 Delegate Conference, Section 6 was to be eliminated after membership action on the results of the special study of membership requirements, on which members are now being asked to vote.

Do you believe that admission to membership in the AASW should be through meeting the regular membership requirements rather than by means of alternative requirements for different fields and groups within social work?

Do you endorse the criteria for membership requirements as a statement of Association Policy?

On Incorporation

Do you authorize the National Board to dissolve the incorporation of the AASW under the laws of the State of Maine?

Do you authorize the National Board to incorporate as a membership corporation under the laws of the State of New York?

Do you authorize the adoption of the present bylaws of the AASW revised to meet the requirements of the corporation laws of New York State, as the bylaws of the newly incorporated organization?

MOBILIZATION OF WELFARE RESOURCES[1]

By **Peter Kasius,** Regional Director of the Social Security Board and Member AASW Committee on Organization and Planning of Social Services

WHEN we talk about mobilizing welfare resources for the war and post-war periods, we are discussing something much more fundamental than applying the devices of relief and social service to a bad situation here and a very bad situation there. Recognizing fully what is being done today through the organized welfare services of the country—both public and private—we still cannot face the present nor look forward to the future with any degree of confidence if we are to proceed on the comfortable assumption that what we see in the way of change is temporary in character and will not seriously affect our future national well-being. "Welfare" as a concept needs to be reoriented to problems of mass need without losing the insight and sensitiveness acquired in dealing with individuals and families as separate entities. The term welfare can be given new meaning if the techniques and devices and programs that implement it are made vital in relation to the needs of the time.

What are some of these needs?

Social Security

The first is security in the nature of a social guarantee of freedom from want. This is basic in any form of social organization that seeks to recognize the dignity of the individual.

The issue at the moment has become somewhat confused through the public discussions of the Beveridge Plan in England, and what is sometimes referred to as the American counterpart, the National Resources Planning Board report for this country.

Slogans like "Cradle to the Grave" have been invented, giving the impression to those who have not studied these challenging reports that they propose to relieve the individual of all sense of personal responsibility and provide him with a featherbed throughout life. Actually the most that is offered is a net to break the impact of the major economic hazards to which we are all exposed—unemployment, disability, old age and death. Those who have idealized these reports as marking a revolution in our social thinking do as much disservice to the cause of social security as those who discredit the reports as pointing to the destruction of the free enterprise systems. In reality, what both these reports do for their respective countries, is simply to point out the gaps in existing systems and to indicate what needs to be done to develop a more workable, more adequate and more comprehensive system of security than now exists. There is really no issue of principle involved except for those who have never accepted the principle of public responsibility for meeting needs that arise from conditions over which the individual has very little control. It would be much healthier if our public discussion could center around the gaps and deficiencies of our present system, with a realization that we do not achieve our goals through talking in slogans, but rather that we make progress through the processes of gradual extension and expansion, consistent with accepted principles. Certainly, with the history of the last decade behind us, no thoughtful or informed person could quarrel with the principle of public responsibility in this area. The Social Security Act of 1935 was one answer to a problem that was not only too big for private philanthropy to carry, but even more significant it was a declaration of public policy that public aid, so far as possible, should be met through the principle of social insurance, and for those not covered by the insurances, financial assistance should be given not as a matter of charity but a matter of right.

Looking at our existing system of social security, obvious gaps and inadequacies stand

[1] Paper presented at Health and Welfare Panel, National Wartime Conference. A report on the full proceedings of the Conference is given elsewhere in this issue. In beginning his discussion Mr. Kasius first described some of the more pressing war related social problems. Since AASW members are already aware of these problems we are not reproducing here the introduction to his paper.

out. Certainly coverage should be extended to groups now excluded: agricultural workers, employees of non-profit organizations, domestic service, public employees, and the self-employed. Disability, both temporary and permanent, should be an insured risk. The unemployment compensation system should be strengthened so that it will be able to carry the post-war burden of unemployment. At present the funds of each state are held separately for payments to employees covered under state law. Since unemployment in the main is beyond the control of the employer or the state, it would seem desirable to establish a single national pool in order to ensure payment of adequate benefits to all unemployed workers. Public assistance should be extended to cover all persons in need, not only to the needy aged, the needy blind, the dependent children, as at present.

These are not radical proposals but unless we can succeed in having them adopted, we shall find it increasingly difficult to deal with many problems that are already acute, and we shall be quite unprepared to cushion the shock that is bound to come with the shift from a war to a peace economy.

Welfare Services

While an extended and expanded system of social security—a truly comprehensive system—is basic as a national welfare resource, both for the present and the future, in our eagerness to find a permanent solution to the problem of want, we cannot afford to overlook the importance of welfare services staffed and equipped to cope with the myriad of problems and situations that may or may not arise as a result of financial pressure alone.

Many welfare agencies throughout the country in the urge to increase their usefulness in the war effort are adapting their programs to meet some of the more pressing needs growing out of the war situation. Services have been provided to Selective Service Boards as an aid to such boards in determining dependency as a ground for deferment. Some very interesting work in this same connection is being done as an aid in determining the psychiatric risks presented by selectees whose history points to the possibility of difficulty in adjusting to military life. There is the work of the Red Cross and other national organizations both with the men in service and with their families at home, including a wide variety of services that add substantial strength to the total morale of a nation at war. Other agencies, both public and private, are assisting families who, because of the war, are faced with the necessity of reestablishing themselves in new communities. There is the organization of emergency welfare under the auspices of Defense and War Councils, and the provision for assistance and services under the supervision of State Departments of Welfare with funds made available by the federal government, for persons and families affected by enemy action. To be sure, there is much that is encouraging and hopeful in all of these developments. But as yet we have not come to anything like a full appreciation of the adjustments and adaptations that need to be made by social agencies and social workers if their services are to be effectually geared to the needs of the time.

Effective mobilization of the welfare functions finds as one of its chief obstacles the cleavage that exists between public and private agencies. In many respects these agencies are still thought of as competitive. In fact, there still exists a body of influential opinion that resists the development of sound public welfare organization and yet has no hesitancy in supporting private welfare enterprises. The resistance, while usually expressed as a desire for economy in public service, really goes deeper. It is resistance to the principle, already alluded to, of governmental responsibility for public well-being. A century ago education was experiencing the same reaction. It was said then that to provide education at public expense for all the children of all the people would destroy all sense of personal or family responsibility for the rearing of children—that it was un-American. Today no one thinks of public education as undermining such responsibility and moreover, education under public auspices is not considered as a rival to education under private auspices. We cannot hope for an effective mobilization of our welfare resources until the feeling of rivalry and competition is removed. And this feeling will not be removed until there is general acceptance, both within the welfare field and without, that welfare, like education, should be one of the major concerns of all levels of government. As this principle becomes more generally accepted, as it must be if we are to meet the welfare problems of war and peace in a democratic fashion, then welfare services under private auspices will also be strengthened for the simple reason that they will be free to function in those areas which call for experimentation, development of new methods and techniques, and greater flexibility in meeting

the more unusual types of social problems. Instead of competition either for money, prestige or jurisdiction, we could hope for more effective coordination based upon a full recognition of their essential differences in responsibility.

Within the public welfare field itself, effective mobilization encounters serious obstacles in organization, in relationship, and in coordination. The history of public welfare from the day of the Elizabethian poor laws until the recent past is a history of local responsibility. Even as recently as 1930, local government carried more than ninety per cent of welfare and relief costs. With the depression came sharp changes so that by 1936 the localities were carrying less than 10 per cent of the financial load, with the federal government assuming slightly more than seventy-five per cent of the total expenditures for public relief including earnings from work projects. While the federal government's share has been declining, particularly as a result of the liquidation of the WPA program, the burden on localities, remains on a national average of between 10 and 20 per cent, with marked variations, of course, for various sections of the country. While it is true that the federal government has played a conspicuous part in the welfare picture over the past decade, it is no less significant that the states have taken on much more responsibility in the same period. Not only have state moneys been made available but organizationally state departments of welfare have been strengthened, and where none existed, have been established under permanent legislation. We have thus reached a point where the state has become or is becoming the primary unit of government responsible for the administration or supervision of essential welfare services. It is no longer financially feasible or administratively desirable to place additional burdens upon local government, even though the services to be rendered should be developed as an integral part of the life of the local community. The federal government through a more flexible system of grants-in-aid, including grants for general assistance and for all the services that make for effective welfare programs, should continue to carry a substantial part of the financial burden. In addition there is an inescapable responsibility for national planning and leadership, just short of actual administration.

Today the whole situation is very much confused. Since the federal government withdrew from the direct relief picture in 1935, responsibility for general relief has become spotty and in many parts of the country non-existent. Some states have earmarked revenues for special programs with the result that state wide planning to meet need as it actually is found to exist becomes impossible. And now with the liquidation of the WPA and other special federal programs, families whose need cannot be related to some special category of aid are left helpless. Even in those states that have reasonably adequate general relief programs, many individuals and families cannot qualify because of residence or other restrictive provisions of state law. Aid for needy children is still circumscribed by provisions in both state and federal laws that should be removed.

The war has brought about tremendous shifts in population, and is giving rise to new needs, both for service and relief, that can only be met through programs that are flexible and adequately financed. Much of this need may be temporary in character but when it is needed, the need is often desperate both from the standpoint of the individual and his family and from the standpoint of national concern for effective manpower. Many of our more recent developments have been predicated upon long-term need with the result that we have invested the whole business of helping people with technical and often arbitrary eligibility determinations that have little bearing on the central point of need. It is no wonder that this preoccupation with irrelevant minutae has made the public suspicious of the welfare function. Public welfare organization cannot achieve its proper place in the public services of the community until it is free to function in terms of its major objectives. We have observed attempts in this country to circumscribe the educational function through specific legislative prohibitions on what may be taught. And we have also seen attempts made to hamstring the medical function through anti-vaccination and anti-vivisection and similar cult movements. We have been more or less successful in resisting these movements by appeals for protection of the essential quality of the function itself. At this point, we must ask—does

the public recognize the existence of a welfare function and what the function implies?

Personnel

This questions leads straight to the issue of professional practice, and the problem of trained personnel. If the public still thinks of welfare as the business of doing good in a vague and haphazard way, then we have no valid basis for defining the function or safeguarding its essential character. The professional ingredient of welfare, both public and private, is social work. Other disciplines, of course, have their place in the total operation of welfare agencies but unless social work is the core of the operation, policy and practice are at the mercy of prevailing prejudices and undisciplined attitudes toward people and their problems.

According to census figures, the number of social workers throughout the country increased from 40,000 to a total of 72,000 during the period of 1930 to 1940. No other profession experienced such rapid growth during this period. This growth was due primarily to the relief situation and may lead some persons to think that now with increased employment that an excess of social workers exists. This is not the case. The expansions in war-connected agencies have developed a demand for workers estimated at several thousand. The demand today is for trained and experienced workers in connection with programs and services necessitated by war-time changes. Family welfare, child care, medical care, recreation, social protection, and delinquency prevention are examples of the areas of service related to changes brought about by the war calling for increased social work personnel.

These increased demands upon personnel present a very serious problem. The institutional character of social work makes it difficult for social workers themselves to adjust and adapt their services to the rapidly changing social situation. Through their own professional organizations, and through their influence and identification with other professional and vocational groups, as represented in this conference, much can be accomplished in the way of developing a more enlightened public opinion. In a democracy it is public opinion that shapes the character of its social institutions, and no specialty within itself can or should dictate or control the pattern through which it works.

Conclusion

In conclusion, may we underscore the following propositions?

A. That in time of war, no less than in time of peace, can we afford to tolerate social conditions that are destructive of the dignity of the individual or the welfare of the family.

B. That there can be no effective mobilization of our welfare resources without a recognition first that certain minimum essentials of welfare must be guaranteed through the agency of government.

C. That these minmum essentials include:

1. A comprehensive system of social insurance covering all the major financial hazards, supplemented by an adequate program of public assistance to meet all types of need not otherwise provided for.

2. A comprehensive system of welfare services focused chiefly on services within the community, effectively coordinated and inter-related.

D. That the essential quality of these services, public and private, can only be safeguarded through an acceptance of social work as the central discipline in the application of these services.

E. That all welfare services should be motivated as well as mobilized by the same aims and purposes that underlie our war and peace aims.

The Association recently received an article entitled "A Method for Segregating Question Items as to Discriminatory Power" written by John C. Kidneigh, a member of the AASW, formerly Merit System Supervisor, Merit System Council for the County Departments of Public Welfare in Colorado, now Regional Personnel Methods Consultant with the Social Security Board. Members who are interested in the technical preparation of merit system examinations and would like to have a copy of this paper may communicate with the national office.

June 22 — Deadline for Return of Mail Vote Ballots

Don't Put Off: A Management Matter

VOTING on legal technicalities is usually a dull business and we make no claims that the mail vote on incorporation holds any bright expectancy for rare and gusty pleasures. We do claim, however, that it is important to turn out the vote on this question. Corporate status is needed for orderly management and to protect the Association's many transactions. It is therefore advisable that we be incorporated under laws whose provisions are most in line with the needs of a membership organization.

It takes a vote of *over 5200* members to establish a binding action of the membership by mail. And *that* takes a profound recognition of personal responsibility on the part of each member for insuring that decisions in the Association are arrived at through the democratic process. Our bylaws make provision for democratic action but they remain mere words on paper until each member makes them operative through exercising the responsibilities which are accorded him along with his democratic rights.

The easiest way to do this dull but necessary job is to attend to it immediately upon receipt of the ballot. If you lay it aside for future treatment, the chances are you will never get back to it. The one pleasure we can assure you in this mail vote is the clean, comfortable satisfaction which comes from promptly and responsibly doing the kind of thing you usually put off too long—and then have to rationalize to yourself!

About 300 copies of the March issue of THE COMPASS were returned to the national office by the post office, undelivered because members had moved. Any member who does not have a copy of that issue of THE COMPASS may secure one by return mail. That issue gives background material to help you vote on what we hope are well known questions relating to the Association's membership requirements and incorporation of the AASW in New York State. Your chapter chairman has a copy of the complete report of the National Membership Committee, the result of three years of study.

Don't Put Off: A Matter of Standards

For some members voting on the questions about the AASW's membership requirements may be equally as uninteresting as voting on incorporation of the Association in New York State. We know a great many people have enough conviction one way or the other about maintaining the present requirements, not making special provisions for the admission of those practicing in group work, community organization, public welfare, probation and parole, etc., so that they will be able to cast their votes on these questions without trouble. The effects of a binding vote for or against the National Board's proposals will be far reaching. All members of the Association should vote—those who are not clear about the issues will want to study carefully the report of the National Membership Committee in the March 1943 COMPASS.

The National Wartime Conference

Report on the Conference of the Professions, the Sciences, the Arts, the White Collar Fields, held in New York City May 8 and 9.

By **Mary W. Rittenhouse,** member of the National Board and Executive Committee and chairman of the committee which planned the AASW'S participation in the conference.

WHEN the national Executive Committee of the AASW considered in its meeting of March 20–21 in Cleveland an invitation to join with other professions in the sponsorship of a National Wartime Conference to take place in New York City on May 8 and 9, the question was debated with mixed reactions. On the one hand we were aware of the many obstacles which had interfered with the full mobilization of the social work profession in the war economy and the criticisms we had levelled at ourselves and others in the field of social work for failure to assume leadership in tackling these problems. We knew our tendency to hold aloof from the rest of the public and then to let frustrations accumulate when vital decisions affecting social welfare programs and objectives were made without benefit of consultation with professional social work. On the other hand, when an opportunity was offered to try to find a common meeting ground with others facing similar problems in the utilization of professional and technical skills, fear was expressed of submerging ourselves and our program concerns in an as yet undefined conference session in which we would have to take the responsibility, along with whatever other organizations decided to participate, to determine the purpose and outcome of a pioneering joint enterprise. Would we be committing our membership to decisions for which we had no base in previous AASW policy? As members know, we made an affirmative decision.

Representatives of the AASW took part in the planning committees both for the conference as a whole and for the panel meeting on Health and Welfare Services, together with physicians, dentists, educators, technical scientists, lawyers, artists and writers. As the planning group got under way our preliminary exchange of experience revealed that all groups represented were disturbed by unresolved questions related to the distribution and training of skilled manpower, to governmental versus private auspices for promoting programs, to insufficient coordination and overall planning with resultant wasted effort and inappropriate use of available resources.

The conference opened on a sunny afternoon and the fact that 500 to 600 people gave up other tempting weekend plans to crowd into the ballroom of the Hotel Commodore was testimony in itself to their sincere realization of the serious need for collaboration in finding new ways to work together in furthering the war and peace aims of our country. Dr. Kirtley F. Mather, Professor of Geology at Harvard University and president of "the other AASW," the American Association of Scientific Workers, presided at the first session. He read cordial telegrams of greeting from Governor Dewey of New York State, Mr. Wendell Willkie, and Vice-President Wallace, spoke of the regrettable fact that it required the stimulus of a war crisis to bring together for the first time representatives of the arts, sciences, "learned professions" and white collar workers, and emphasized that the mobilization of the total resources of the community is not complete without this sector of "workers with brains." As he mentioned problems warranting the consideration of the conference we were agreeably surprised to have him include the fact that the contributions of social workers to the armed forces and home front have not received the attention they deserve.

The speakers at this session were Mr. Philip P. Marenberg, Executive Officer of the National Roster of Scientific and Specialized Personnel, who read a paper written by Dr. Leonard A. Carmichael of that agency, Dr. Harlow S. Person, consultant in business, economics and management, Dr. Wayne L. Morse, Public Member of the National War Labor Board, Mr. Lewis Merrill, president of the United Office and Professional Workers, CIO, and Dr. Mather. Dr. Carmichael's paper informed us of the function and services of the National Roster, the accomplishments to date in the utilization of this new instrument of social inventory, and urged that

all organizations represented in the conference support the continued and increased use of the Roster. Dr. Person's paper, on "The Full Utilization of Our Nation's Resources," was generally acclaimed as the most profound of the conference, with its logical development of basic scientific principles of planning applicable to many practical organizational dilemmas. We hope that the full paper will be published and given wide distribution since a brief summary cannot do justice to the richness of its content. Meanwhile, however, our membership should have at least a brief report as an index to the thinking he advanced, for the principles of planning are particularly important to social work at this time.

Dr. Person presented planning as a function in a dynamic rather than a static situation so that it must provide for elastic relationship to variables as well as for the discovery of constants among the variables. He saw as a first principle in planning the need for inclusion of both specialized intellectual skill and the judgment derived from practical experience in adapting a plan to the environment in which the plan must be executed. His second principle was that institutional planning requires an "institutional mind," made up of the collective intelligence and experience of individuals familiar with the institution, in order to provide for both consistency and flexibility, and to avoid decisions determined by whim or non-authoritative assumptions. His third principle was that efficient overall planning necessitates increased decentralization of details of operation or execution, balanced by increased centralization of strategy and control, so that individual initiative and resourcefulness are stimulated but given the security of purposeful integration into a total directed pattern.

Dr. Morse's talk dealt with problems of economic stabilization in changing to a war economy, with which, in spite of set-backs, he believed we had made much more progress than in the first year of the last World War. He thought that the American people would unite to accept necessary sacrifices, once assured that such changes are in the interest of the total war effort, not for the benefit of any one economic group. He outlined the successive executive orders concerned with stabilization, the experience of the War Labor Board in establishing policies of wage stabilization, stressed the importance of the fight against inflation and that the best means to control wages is through control of prices and profits. Mr. Merrill discussed labor's vital role in the war and conviction that our struggle against the Axis is in the interest of all classes of our people. He pointed out the identity of interest between labor and the professions in promoting the welfare of the people and that labor's program is aimed to create conditions under which the arts and professions can develop freely. He asked that, in return, the professions help labor in carrying out its tasks.

Dr. Mather concluded this session by speaking on "New Paths of Cooperative Effort for Professional Organizations." He mentioned familiar obstacles to such cooperation, such as the tendency for specialization to lead to withdrawal and isolation, but expressed the hope that the popular notion of the learned person as one who works in isolation was being dissipated by the increased participation of scholars and professional people in public affairs. Since victory in this war depends on national unity in every sector of American life he saw this conference as having special significance in opening up possibilities of unity of thought and action in a sector which has traditionally operated separately rather than together. As an articulate, thinking section of the public our significance in influencing public opinion carries far beyond our numbers. He recognized the difficulties in finding common ground of agreement, since forces resisting change coalesce more easily on a base of opposition than do forces wanting change, but urged that we take seriously our responsibilities as citizens in bringing scientific habits of thinking to bear on problems of public concern. He thought organizations represented in the conference should consider some continuing means of cooperation, not necessarily to unite on action, but to pool their specialized knowledge in an advisory capacity to one another, and thus to gain wider support of proposals advanced by participating groups and found to be essential to the winning of the war and peace.

On Sunday morning there were five panel meetings conducted simultaneously, on Health and Welfare Services, Arts and Letters, White Collar Fields, Education, and Science and Technology. A member of our Association, Mr. Peter Kasius, Regional Director of the Social Security Board and of the Office of Defense Health and Welfare Services, had

been asked to speak on "Mobilization of Welfare Resources." His paper is published elsewhere in this issue of THE COMPASS[1] Without Mr. Kasius, who was an able proponent of our professional role in welfare planning, social work would have been overshadowed by our older fellow professions of medicine and dentistry in the Health and Welfare Services panel, since the physicians and dentists outnumbered us both in panel participants and in registration and attendance at the session. Other speakers were Dr. John J. Peters, Professor of Internal Medicine, Yale University School of Medicine, who was chairman, Dr. Carl E. Rice, Senior Surgeon, U. S. Public Health Service, Dr. Leroy M. S. Miner, Dean, Dental School, Harvard University, Dr. Ernst Boas, Chairman, Physicians' Forum, and Assistant Clinical Professor of Medicine, Columbia University, and Mr. Russ Nixon, National Legislative Representative, United Electrical Radio and Machine Workers of America, CIO.

We shall not attempt to summarize the content of these papers but will note some reactions provoked by them. When both Dr. Peters and Dr. Boas referred to their concern about the effect on professional education for medicine of wartime acceleration, and Dr. Peters said that, in his opinion, the profession had suffered a set-back of at least six years, it awakened a question as to how much professional education for social work has accepted acceleration in medical education as a precedent without sufficient inquiry as to whether educators in the medical field are convinced of the soundness of changes made in the curricula of medical schools. Dr. Rice's emphasis on the values of teamwork among various professions in public health programs pointed up factors pertinent to social work's concern with community organization. When he spoke of loss of personnel from the public health field due to the lack of a stable merit system and established salary scales, again we saw a parallel to merit system problems in public welfare in many states. Dr. Boas' statements about the lack of sound planning for the distribution of medical manpower, the need for providing twenty-four hour medical service in war industry communities, the urgent necessity for overall planning by the federal government, were reminiscent of wartime problems we are encountering in social work planning. When Mr. Nixon credited physicians with a contribution to the solution of an acute absenteeism problem in a particular war plant, we wished that he could have given some credit to social work also. The discussion which followed the papers was somewhat awkward and disappointing. Members of each profession addressed questions solely to speakers from their own profession, and there was no real interchange of thinking among the professions represented. Just as discussion was warming up and some of the shyness was wearing off, the time for adjournment arrived. But the audience indicated its conviction about the common problems among the professions: that the skills they possessed are not now being used or are being used uneconomically; and a professional desire to rid the country of the interferences to full employment of its professional resources was clear. The panel closed with a unanimous expression of the hope that some means would be found by the planning committee of the conference for bringing the group together again.

In the final afternoon session each panel chairman reported and Miss Olive Van Horn of the National Board, YWCA, summed up, as Executive Secretary of the Conference, the similarities in the problems faced by the various panels. We were impressed that the report from the panel on Education showed a deep concern with juvenile delinquency, child care and recreation, as well as with questions of policy regarding governmental subsidy, and wondered whether social work shouldn't have been combined with this panel as well as the one on health. Senator Harley M. Kilgore, Mr. Robert Lamb, Dr. Doxey A. Wilkerson, Mr. Donald Ogden Stewart, and several others spoke. The Tolan-Pepper-Kilgore bill was mentioned by several speakers as providing a step toward a workable structure for overall planning, the problem which had emerged in all the panels as one requiring urgent attention before resources of professional and other specialized skill could be utilized more effectively. The conference adjourned with the recommendation from the planning committee that all participating organizations report to their memberships in order to see whether there is a wish to explore further the possibilities of extending this initial effort at cooperation, as well as to see whether similar conferences could not be worked out in local communities.

[1] See page 8.

YOUR Professional Association Is Asking YOU to Assume Responsibility for Seeing That 5,200 or More Ballots Are Returned to the National Association Within 3 Weeks

When Mothers Work

The New York City Chapter studies the problem of standards for care of children in New York City in relation to the use of womanpower.

THE New York City Chapter has launched its efforts to determine social work's place in the day care picture through the development of the recommended program reproduced below. This report is a product of the chapter's Committee on Standards of Service for Children of which Luba Joffe is chairman, and the other members are Lola A. Bowman, Natalie R. Davies, Julia Hatch, Dorothy Hutchinson, Rose Max Paulson. The report as adopted by the Chapter Executive Committee was presented for discussion at a recent chapter meeting at which officials from the Department of Health, Board of Education, Mayor's Committee on Wartime Care of Children, USES, ODHWS and Welfare Council spoke. The committee is now proceeding to work out plans for implementing the recommended program.

Because of social work's concern with standards of care for New York City's children, the New York City Chapter of the American Association of Social Workers has formulated this statement on standards for day care as a guide for the profession and for interested community groups.

One of the most immediate problems affecting standards involves the best use of man and woman power in the direct prosecution of the war and in the preservation of human values which will make possible a better world—healthy children and healthy family life. Children's needs, and the facilities for the care of children outside the home, are the community's concern. Whether the mother works, when and where, is the mother's decision. The needs of her children and the facilities provided by the community to meet them will condition her decision. Adequate community facilities can sustain family life and family life must be safeguarded in all possible ways to offset the unavoidable disruptions and separations caused by war.

The social machinery necessary to insure this would recognize the need of the young child for his mother, a need in inverse proportion to his age, for the younger he is the more he needs her. Such planning would provide both for mothers of young children to stay at home to give the care needed and for women to do their homemaking while making a contribution through working outside the home.

Today in New York City, which even yet is not a major "defense center," women are working in war industry and in civilian jobs, replacing men and women who have gone to war. They are working to supplement incomes and to produce for the war effort. There is already a need for services to safeguard the children of these mothers, and there is even greater need to plan ahead for a period of increased employment, for which all the forces in the city are clamoring. For years before the war there was a continuing need for more adequate child care services; this need has now been heightened by the war.

Every mother is being subjected to many different influences with reference to where her greatest contribution to the war effort lies. Shall she stay at home or go to work? Shall she volunteer part or full time? The community has a responsibility to make known to its citizens what it means to a child to have the individual care of a mother, what the needs of the other children in the community are with which they can help, and what other work needs doing, in order that each mother can decide for herself what tasks she will carry. A general educational program along these lines must be supplemented by counselling services for mothers, carried out by trained case workers and with adequate child care services.

At this time, however, counselling services and the extension of other needed social services can be achieved only through the coordinated examination of all existent social services, an examination of new services needed, and an examination of trained personnel available, so that the most effective use of personnel may be made. Close cooperation between counselling services, employment offices, employers and unions is also necessary.

Adequate care for children must be provided outside the home, under community auspices, as near the residence of the child as possible; and adequate funds must be made available for such care. The creation of these services must come from all sources in the community, public and private, and from mothers' cooperative undertakings. No matter how large or small, whether voluntary or paid, or a combination of both, the standards of the above direct child care programs are a community responsibility, and must be safeguarded through appropriate licensing and continued supervision.

The following program is recommended:

1. Each mother should have the opportunity to decide whether or not she will work outside her home and in what way. This is in line with policies of the War Manpower Commission, the Children's Bureau, and with the best established casework principles.

2. Federal, state, or local funds, singly or in combination, should provide an adequate income to make it possible for a mother to remain at home if she wishes.

3. Counselling services by trained caseworkers should be offered individual mothers for the discussion of problems peculiar to themselves and the individual members of their families. These services should cover all boroughs, should be extensive enough to cover evening hours and Saturdays in order to reach larger groups of women at hours convenient to them, and should be placed where the groups of women are located.

4. Close coordination between the counselling services and employment centers is imperative. Industry should be encouraged to review the many jobs which can be well done on a part time basis. Different arrangements of hours in some industries so as to coincide with the hours when children are normally not at home would be helpful both to industry in preventing absenteeism and to mothers and children. Industry should use available manpower irrespective of race, color or creed before calling on mothers with children.

5. The community should extend its services for children, services which have been long time needs but now have become immediate necessities. Recognition and help should be given to maintenance of good standards in spontaneous community organizations and developments as well as in city and state organizations. Whenever possible such needed services as the following should be established near the residence of the children:

a. Day nurseries with flexible hours should be established wherever necessary.
b. Not only private nursery schools, but also public nursery schools under the Board of Education, are essential.
c. Foster day care should be provided for children who because of age or personality are not benefitted by group care, and for those who live in neighborhoods where there are too few children to warrant establishing group facilities.
d. Visiting homemakers' service under public auspices is necessary.
e. Hot school lunches should be provided where needed.
f. Public school playgrounds and buildings should be kept open after school hours.
g. Playgrounds in parks should be staffed by competent personnel.
h. Group work agencies should extend their services, hours and programs to meet the needs of the school child.

6. Licensing and continued supervision of these child care services, under state, city or joint authority, are essential to insure good standards of health, education and social welfare. There is a need for personnel to accomplish this. Because of the lack of adequate resources many mothers are using unlicensed nurseries. It becomes a community responsibility, therefore, to make budget provisions for such staff immediately. It is social work's responsibility, together with health and education, to support standards for these child care centers; to indicate which centers can be used and how they can be used even while they are being helped to develop their standards.

It is also social work's responsibility to assist in the selection and training of foster day care mothers.

7. Development and maintenance of adequate community facilities, such as transportation, laundry service, convenient hours for shopping and maintenance of a good rationing program is necessary so that mothers may cover adequately the responsibilities of working and homemaking.

8. Immediate consideration should be given to the problem of how social work personnel

resources can be most effectively used to provide these much needed, extended child care services.

9. A general educational program should be arranged so that the community will understand

that there is a good defense job of mothering to be done

in staying at home and caring for one's own children

in "doubling up in mothering" by taking a neighbor's child under supervision by the day on the part of those women whose interest and gift is in mothering, or by being a foster mother to a child who has no home of its own

in older women taking training to become "visiting homemakers"

in "visiting grandmothers" giving supervised service to children for a few hours a day

that women undertaking these new mothering jobs will have a place to discuss their problems individually or in groups

that there is work to be done outside the home, part time, full time, paid and voluntary

that there are counselling services where mothers who want to work can discuss their problems, their opportunities and facilities for their children.

Notes About Chapters

The Association has always been interested in professional issues related to the confidential nature of the agency-client relationship. THE COMPASS has been carrying articles and chapter committee reports on different aspects of this subject such as "The Use of Case Records," in the November issue.

The latest addition to our growing literature is a report recently completed by a committee of the Washington, D. C., Chapter. It is called "The Confidentiality of the Agency-Client Relationship" and is composed of three sections. The first section gives digests of nineteen references in social work literature published between 1924 and 1941, pertinent to the subject of the confidentiality of the social agency-client relationship; the second summarizes the findings of a survey of case work agencies in and near Washington which reveal their policies and procedures with regard to protection of the confidential character of the relationship with clients; and the third is a discussion on privileged communications by Mr. A. Delafield Smith, Assistant General Counsel, Federal Security Agency, Washington, D. C. As is well known, Mr. Smith has made other contributions on this general topic.

Copies of the Washington, D. C., Chapter report may be obtained by writing to the National office.

The *Cleveland Chapter* has set up a Job Consultation Committee which offers professional consultation on job opportunities and field practice in the Cleveland area, discussion of civil service and other positions outside of Cleveland. Interested members of the chapter get in touch with the chapter's executive secretary who refers them to the member of the committee best qualified to give the consultation concerning their particular needs and desires.

A frequently overlooked professional responsibility: the Grievance Committee of the *New York City Chapter* now acts as consultant to chapter members on the application of employment practices standards to incipient grievance situations, a new function in addition to its responsibilities for dealing with cases of alleged violation of employment practices and acting as the review committee for chapter staff.

The *Lansing Chapter* recently sent a letter to Michigan Representatives and Senators supporting the report of the National Resources Planning Board. The letter outlines some of the provisions of the Association's platform on the public social services and calls upon Congressmen to support a comprehensive all-inclusive social security program that will insure a future of peace and security to soldiers in uniform, as well as the people fighting the battle on the home front.

The March 18th meeting of the Springfield study group of the *Illinois Chapter* made news in the Illinois State Register and Illinois State Journal of Springfield, when the group went on record endorsing the National Resources Planning Board's report. Also reported in the two newspapers were the plans of the group to encourage enrollment of young people in schools of social work in order to alleviate the existing shortage of personnel and to anticipate the increased need for trained social workers after the war.

OUR APOLOGY TO THE PHILADELPHIA CHAPTER COMMITTEE ON GOVERNMENT AND SOCIAL WORK.

The article in the April 1943 COMPASS should have been entitled "The Mass Dismissals in the Philadelphia Department of Public *Assistance*," instead of "The Mass Dismissals in the Philadelphia Department of Public Welfare."

CONFERENCE ON RECRUITMENT FOR PROFESSIONAL SOCIAL WORK

ON APRIL 9th an all day conference on Recruitment for Professional Social Work was held in Boston, Mass., arranged by the Boston Chapter of the AASW with the New England Division of Psychiatric Social Workers and the American Association of Medical Social Workers. The following notes on the conference sessions have been excerpted from reports and minutes submitted by several members of the Boston Chapter Committee on Recruitment who undertook responsibility for keeping a record of the proceedings. Leah Feder is chairman of that committee.

The first session, on Recruiting, Professional Education, and Employment Opportunities in Social Work from the Undergraduate Point of View, was addressed by Miss Amy Hewes, head of Department of Economics and Sociology, Mt. Holyoke College, and Miss Eva Mooar, Director of Admissions and Personnel, Pembroke College. Subsequently a panel of social workers representing public and private agencies, national functional agencies and the schools of social work carried on the discussion with supplementation from the audience.

It was brought out that the undergraduate student (now referred to almost entirely as "she") wants to play a responsible role as quickly as possible and gain recognition for it, and the patriotic motive rides high. There are today many alternatives to a professional career and the lure of war industries makes them powerful competitors. Students are deterred from entering social work because they are not interested in remedial work, as they are apt to think of it, because of the requirement for graduate work and because salaries are low. Students want to get into things quickly and be on the giving side.

On the other hand, there has been emphasis in the colleges on post war planning as it affects education and students are putting their minds to tasks ahead. Many have a genuine interest in the welfare of people, stimulated by professors in sociology, economics and psychology and, in contrast to office jobs, frequently mention a preference for social work because it offers more contacts and greater freedom of movement. Some students have had experiences more or less closely related to social work but they need more interpretation of the profession by social workers themselves. Actual contacts with social agencies go beyond anything the classroom can give them in making the field interesting and vital. It seems indicated that social workers will need to work with faculty members in lifting social work to a professional level in the minds of students. Undergraduates need to make the functional connection between social sciences and social work. Moreover, our approach must be channelled away from the "patching up" of broken down people and the trumpet call issued on the basis of the new ways in which the world needs social services. This would give the student a broader look into the future possibilities of social work. There was repeated mention of the necessity for social work to be presented as a constructive and statesman-like job with a part in the war and post-war planning.

The practical recruitment activities being conducted in the New England area and some of the problems involved in this program were discussed; also such questions as the use of volunteers, untrained and partly trained workers, and the significant factors involved in these practices.

The luncheon meeting was devoted to the topic "Social Work and Manpower, War and Post War," with Mr. Charles Alspach, chairman, Boston Chapter, AASW, presiding and Mr. Ewan Clague, Associate Director, Bureau Employment Security, Social Security Board, Washington, D. C., as the speaker. Mr. Clague described the present employment situation, saying that as of January 1943, 61 million persons were employed in industry or the armed forces as compared with the 55 million employed in normal times. By 1945 the total number employed and in the armed forces will be about 66 or 68 millions. In 1929 the national income was 85 billion dollars, in 1932, 40 billion dollars, and by 1946 it will probably be about 190 billion dollars. This means that people are now in a state of self support and the labor shortage is the outstanding economic problem in the United States. This has significance for social work. The public has been accustomed to think of

social work in connection with destitution and in times of prosperity feels there is no need for it. Exactly the opposite is true. New areas are now opening in social work and the post war period will create many other needs for social work. Social workers are numbered only in the thousands. This is a small base upon which to catapult a large demand and the demand may disjoint the whole operation. Trained staff will have to be spread thin and placed where the need is most critical. There will have to be a balance between war demands and civilian demands.

Industry is working upon two principles: down-grading of jobs, a process by which jobs are broken down into their constituent elements so that highly skilled people can manage a number of "broken-down" jobs, the objective being to lower specifications for particular parts of the job; up-grading, a process whereby a training program is appended to operations in order to develop workers on the job and move them up, the objective being to have such persons become highly specialized and successful. If training requirements are not lowered there should be no reduction in standards, Mr. Clague believed, and this might give access to more workers who can fill limited jobs. The creation of professionals in war time must not be stopped. As we get deeper into the war, standards may go downhill, but we must take a long-range point of view which will encompass more years of war and a hard post war period, with insecurity in our social order.

At the afternoon session on the subject of "Essential Services and Training Needs in Welfare," Miss Leah Feder, chairman of the Boston Chapter Committee on Recruitment for Professional Social Work, presided and the speakers were Miss Harriet Bartlett, President of the American Association of Medical Social Workers, also chairman of the Wartime Committee on Personnel in the Social Services, and Miss Leona Massoth, Secretary of the American Association of Schools of Social Work. Miss Bartlett spoke of the work of the Wartime Committee on Personnel in the Social Services, particularly with regard to the statement on essential services prepared by the committee for the Office of Defense Health and Welfare Services to use with the War Manpower Commission.[1] Miss Bartlett said it is necessary for this joint committee to give special consideration to the following areas: (1) development of a well directed plan of recruitment, (2) aggressive nation-wide programs of publicity, (3) acceleration of agency programs in relation to volunteers and the partially trained worker, (4) developing a clearer occupational classification, (5) developing an employment service for social work personnel, (6) developing active leadership in the field of social work to streamline structure and meet needs more effectively, (7) finding ways for better use of the trained and employed workers.

Miss Massoth presented the three-fold problem for the field of social work education: (1) the increasing need for social work, (2) the declining supply of personnel, (3) the uneven distribution of social workers throughout the country. This problem is not new but is being intensified by war conditions. Although the declining supply of social workers has been due partly to the manpower problems which all professions are facing, some of the problem is connected with confusion about the nature of social work and failure on the part of the professional group to interpret social work as a profession. The solution calls for the cooperation of the profession as a whole, the schools of social work as well as social work agencies. For one thing there needs to be a greatly extended program of professional education. This, in turn, is dependent upon several other factors, for example, the need to have the essential nature of social work defined and declared and the need for a well directed and aggressive recruiting program and a program of interpretation. Agencies need to develop in-service training programs, programs of educational leave and part-time school attendance, also investigate the possibility of developing work study programs and encourage staff to take extension courses. It is important for agencies to develop scholarship and loan funds. There can be cooperation between the schools and the agencies in developing these suggested programs. In discussing preprofessional curriculum, Miss Massoth emphasized this was not advocated as a plan whereby graduate work is brought down to the undergraduate level but rather one where the graduate program is strengthened by suggesting the undergraduate content that is desirable for later graduate professional study.

[1] This statement has been reported on in bulletin No. 793 sent to chapters May 6, 1943, and the Wartime Committee has been discussed in several recent issues of THE COMPASS.

Social Workers on the Fighting Front

IN THE March COMPASS we mentioned the exceedingly interesting letters that have been coming in to the national office from members in service. We wish it were possible to share them with you, letter by letter, because only in this way can they be appreciated to the full. Though they cover a wide range of subjects and are as different from each other as the persons writing them, these letters do, in many instances, express a similarity of content. A number inquire about how the writer may obtain an assignment in the service which will utilize his professional training and skill, or ask for further details about social work development in the Army of which the writer has heard. These latter requests often come from men already engaged in social work jobs, who think the experience of others may be of value to them. The desire to exchange experiences is not new to the profession of social work and it seems logical that social workers in new situations should carry on in some of the old ways.

A large proportion of letters present a general outline of the way in which various of the services operate, or describe the nature of a particular individual's job. They usually entail an evaluation of the writer's own work and that of the service with which he is connected, in terms of its social work component, its constructive values, its drawbacks and its potentialities for further development. This aspect of the communications perhaps most vividly portrays the fruits of professional social work training and discipline and the possibility for creative achievement in new settings through a flexible but professional adaptation of skill.

A characteristic of almost all the correspondence is an expression of gratitude for the cancellation of dues for the duration, since this means an opportunity to continue affiliation with the professional Association despite financial inability to pay. The deeper meaning of the professional Association to members during a time of so much disruption is also frequently expressed.

Since obviously it is not possible to share our letters in toto, we are printing a few excerpts in the hope of conveying a slight though general idea of the attitudes and spirit they reflect. We have had to act as censor, eliminating everything of a confidential or identifying nature and disguising in several places. We hope you recognize as we do that lifting sentences and paragraphs out of content often dissipates the full significance of the communication.

In general, just being in the Army is an amazing experience in family living. Even a group of men can find what it is to practice living and sharing together in a rare kind of teamwork. And we don't live this way because we have to; we do it because it is the one way to happiness and satisfaction for us all. The "team" man is the happy one; the pure "individualist" is the unhappy one. This is not to say that the individual personality is submerged or lost; it is a way of saying that the individual is a personality only as he is a group participant. After all, social work seeks to accomplish the same thing, doesn't it?

I would not have missed the life of a WAAC for anything. There is an excellent field here for trained women. I strongly feel that social workers have much to offer to the WAACS and indeed I was surprised to find how few of us are represented.

In my mind there exists no doubt about the applicability of social work, particularly case work, experience to the task now before us (classification in a branch of the Navy). Since in the course of our interviewing and testing there is involved a very direct relationship between interviewer and interviewee, the understanding of that relationship, its purpose, limitations and scope is exceedingly important. The discipline of a good case work training is here of considerable value. . . . in addition to new enlistments

we're busy interviewing every enlisted man . . . men who have held ratings for many years and are now concerned about being changed to a lower status have frequently displayed varying types of hostility which, with a measure of skill, we've been able to handle.

For the newly enlisted man the value to the man himself of an individual interview is clear. Often this is the first such individual consideration he has received. Attitudes toward the service can be changed for the better by a good interviewer.

It is indeed good to know that the profession outside is showing some concern for what is happening to social work within the armed services. . . . from my experience . . . I am convinced that we have much to contribute to any point in the Army where men come into direct relationship with authority. . . . What is necessary (on the part of social workers) is a willingness to come into the Army and to discover how their skills can fit into the Army structure. . . . It is our job to show the Army what we can do—to demonstrate the contribution social work could make to the armed services. We cannot expect to be provided with ready-made social work jobs.

I am one of the increasing number of men happily assigned in the armed forces. My duties are those of a classification officer working with officers. By the use of individual interviews, occupational analysis, and personal technique I endeavor to place an officer in the job to which he is particularly fitted. Just social work in a new, workable setting.

It has been many months since news of the Association has reached me. Literature has followed me through the mail as I travelled from camp to camp but my attachment at any one Army post has not been of very long duration. I am now assigned to . . . overseas. . . . I wonder if you can send me copies of THE COMPASS. Perhaps some of the last few issues are available. I would appreciate the opportunity to maintain contact with the Association and hear about social work developments in civilian and Army life on the mainland.

Come the day of peace I shall renew my activity as a professional worker. The problems that will face us in these post-war days will probably be equally as difficult as the ones we face now. I have no regrets that I am not more closely related to social work function in my Army career. Just being in the Army and coming up through the ranks has been an amazing social experience for me; I have come in contact with all kinds of human nature and varieties of teamwork.

May I assure the Membership Committee of the Association, which was so kind to accept me sight unseen, of my intention to carry on in my present and future work in the Army the spirit of professional advancement which the Association represents to me.

I soon discovered in the Army that the professional case worker had a more than twenty-four hour a day job if he wished to give what the situation required. . . .

To my mind the professional organization has a new, or rather, augmented function in bringing to the men who are doing professional work in the armed services the objectivity and balance that comes with an awareness of the latest developments in the professional field. Social case workers in the Army can convert this into the flesh and blood terms of stability and adjustment, the hygiene of preparedness that spells combat success.

I appreciate the difficulties inherent in continuing a going concern (the AASW) during the period of crisis but rest assured of its continuance in spite of all the difficulties. Carry the torch on high ever burning brighter until we in the armed forces can once more take up the mantle and work towards the construction rather than destruction of the world. With wishes for continued success in your endeavors on the home front. . . .

One factor I think we should always keep in mind is that as this war progresses, the social gains made during the last twenty-five years are going to be seriously imperilled. As larger numbers of men go to the front, it will become increasingly more difficult to maintain the gains we have made. I trust that your organization, therefore, will continue the battle it has always made to keep what we have and maintain the public morale in every possible way. The most important factor in winning the war is morale. I believe that good social work contributes to this morale in a very large way by taking care of those who are in distress and need good sound advice.

If my future assignment is near any local chapter, I should be very happy if I might be allowed to attend meetings as I did in ——— while at Camp ———. I know the ——— people have *no idea* how much I enjoyed their meetings and the chance to engage each month in a bit of shop talk on civilian social work problems. Several soldiers beside myself were very graciously received by the ——— members—in fact I had very enjoyable times at dinner invitations to the homes of several members.

The Bylaws of the Association Will Be in an Enclosure with the Ballot Sent Each Member for Mail Vote

The AASW Meets in St. Louis

The Association held two meetings during the St. Louis regional meeting of the NCSW; the program for the first meeting on Tuesday, April 13, was centered on the current personnel situation in social work, the second meeting on Thursday, April 15, was devoted to discussion of issues relating to the Association's membership requirements. Reports on both sessions are given below.

The Personnel Problem

Mrs. Rosebud Savage, *who as chairman of the Southwest Regional Conference chaired the first of the two sessions, reports below the findings of the meeting which was related to the many critical personnel issues in that section of the country. There were about 200 people in attendance. Panel members were Miss Frieda Romalis, St. Louis; Miss Ruth Baldwin, St. Louis; Miss Ruth Lewis, St. Louis; Miss Elizabeth L. Porter, New Orleans; Miss Mary Lois Pyles, Central Missouri; Miss Irene Morris, St. Louis; and Mr. William Burke, St. Louis. Discussants representing the chapters were Miss Louise Pye, Oklahoma; Mrs. Bernice Ratcliffe, Arkansas; Miss Edwina Ford, Memphis; Miss Lyla Graves and Miss Elizabeth Denel, Nebraska; Mr. Harry Ashmun, Denver; Mrs. Eleanor Proctor, Illinois; Dr. Earl Klein, Louisiana, and others.*

The discussion was vital and general, not only on the part of the panel and the designated representatives of the chapters but by many people in the group. It was introduced by Miss Ruth Lewis of Washington University when she indicated the kinds of requests that are being made for trained social workers. A few agencies are looking for a considerable number of workers. This is particularly true of such new agencies as the USO, the Federal Social Protection Unit, the Relocation Authority, and the expanded programs of the American Red Cross, labor unions and the United States Employment Service. The result of this is that there is a rapid turn-over of personnel in certain agencies, loss of supervisory staff particularly, and the introduction of new people with minimum qualifications at a time when social work should be contributing its maximum in services. Such a situation calls for realistic thinking concerning the possibility of losing ground.

Miss Baldwin and Mr. Burke indicated some of the ways in which social workers are called upon for social services, emphasizing the conclusions of the St. Louis Chapter that in view of the scarcity of social workers and the urgent needs for their peculiar skills, it seemed advisable for their voluntary services to be in the area of social work skills, comparable to the services given by physicians in connection with medical care programs.

With the situation of acute need and limited number of trained people available, the basic question was how may the supply of personnel be added to. Miss Mary Lois Pyles of Central Missouri Chapter, gave a report of the recruitment program that had been undertaken by this group. The first step was to have selected members visit the colleges and universities in the area, developing contacts with the social science departments, deans, presidents and with junior and senior students. The purpose was to interpret the work of social agencies, to indicate the need for certain basic undergraduate training, preparatory for professional training, and to bring to the attention of the upper class students the possibilities of professional social work. These contacts were made through individual conferences, talks at assemblies, and participation of social workers in what is known in Missouri as "Career Conferences," held on the campuses in the spring. In these career conferences social work was represented and appointments were made for vocational counseling. Another feature promoted in Missouri had to do with a luncheon for students, sponsored by the State Conference of Social Work. Most of the graduates from colleges and universities have had to secure employment, usually in public assistance positions, until funds were available for graduate study. To help meet this situation, the AASW chapter established a scholarship fund, to be used on either a part or full time basis.

From the Twin City Chapter in Minnesota, a state wide project of recruiting was reported. This is a cooperative project by the AASW chapter, the University and social agencies. A

Speakers Bureau was established; a pamphlet released, (written by AASW). This document lists undergraduate courses, colleges, names of social agencies and salaries offered for various positions. The pamphlet was distributed to 30 colleges and 530 high schools. The response so far is enough to make the chapter feel much encouragement.

Mr. Ashmun told about a recruiting committee which the Denver Chapter has established. The committee has started a registry of social workers; it has made a survey to learn if social workers in families are employed or unemployed and also has created a loan fund for study. Mr. Ashmun referred to the need of a more attractive poster than had been furnished, comparing such a poster with the ones used by the WAVES and SPARS.

Mrs. Proctor reported that the Illinois Welfare Association has a committee to study the pre-professional curriculum and is initiating counseling services concerning undergraduate work. The Illinois Chapter feels there is need for clarification concerning pre-professional training.

Mr. Klein referred to the Baton Rouge group of the Louisiana Chapter having a monthly radio program on recruiting and of having liberal cooperation on the part of newspapers concerning recruiting. This was also reported as having taken place in New Orleans. There was some question about the results of this extended newspaper publication. However, many kinds of people had made inquiry concerning school requirements. The art students of Louisiana State University had taken responsibility for producing attractive posters for the recruiting program. The chapter also is providing counseling service for seniors in colleges.

Miss Porter asked whether the profession of social work could not influence the departments of social sciences to encourage students to undertake graduate education and to encourage the teachers of social sciences to improve their courses and to stimulate the students to want to go on in graduate training. From San Francisco the suggestion came that the University of California was recognizing different levels of training for social work. It has provided for courses in its undergraduate curriculum to give students some knowledge of the field. This type of program was also indicated by Mr. Burke, when he stated that Washington University was offering an undergraduate curriculum with a great deal of social science with one semester in community organization, case work, etc., including field work. The degree for this is called the Bachelor of Science in Public Administration. Miss Walker of the University of Chicago said the School of Social Service Administration had not yet accepted the plan for undergraduate professional study, and felt that under such a plan both ends of a student's training were adversely affected.

Mr. Arnold Walker, formerly of St. Louis, and now of Cincinnati, spoke of the special lack of opportunities for negroes to obtain professional education in social work. In one southern state where there is a law against negroes taking courses in social work, one college was endeavoring to get around this by giving a case work course in the Department of Sociology. A small budget was set aside to provide for the students to observe at first hand actual social work practice through visits to social agencies.

Several suggested plans were made concerning modification of school curricula. Washington University is accelerating its program to abbreviate the time span for encompassing the work. Also, as has been noted, although its main emphasis is on the graduate level, it is offering undergraduate work. Miss Morris of St. Louis University indicated how that school was making the summer session a part of the regular session to accelerate the program. It became clear that the focal point was whether or not compromises were being made that would continue after the war.

Miss Odencrantz of the Social Work Vocational Bureau referred to the situation as being in a vise. The agencies are constantly asking for workers and the gap between supply and demand gets wider and wider. Miss Odencrantz emphasized that certain standards should be maintained, such as through setting up of minimum qualifications, and that there not be a lapse back to the days when boards and others would say, "We'll just take anyone." Whatever plans are made, the agency should feel a concern for the training and recruitment of people to go to school. Aides and apprentices may be taken on temporarily, but taken on with the understanding that they later go on to graduate work in a school of social work. A careful working out of the duties to be covered by such positions would be essential to the maintenance of standards.

Many agencies are providing for scholarships and fellowships, such as the Red Cross.

Miss Odencrantz reported that 95 per cent of the people registered with the SWVB are already employed. Some compromises are being made by agencies. Miss Walker raised a question as to what in the long run would be the situation for those people currently employed as aides or apprentices. Do agencies have several years of employment in mind and, therefore, have some plan for the future of such persons? Are the fullest uses being made of fellowships? Information was brought out informally about the Office of Defense Health and Welfare (now the Office of Community War Service) which has been attempting to determine the place of social work among the essential occupations. This committee was asking the War Manpower Commission to include social work as an essential occupation. The committee was also working on plans which might lead to the securing of government funds for the education of social workers. Mr. Donald Howard of the Russell Sage Foundation described the fellowships offered by the American Red Cross in Home Service and in medical and psychiatric social work. Other illustrations were given of fellowships provided through child welfare and public assistance programs.

Another aspect of the training program has to do with work study plans. A plan of this sort is carried out in Kansas City where Washington University has a unit. The Council of Social Agencies has cooperated in this. The student does a part time job, receiving $75.00 per month while he is also attending school. Selection of the applicant is based on whether he would go to school if he had the money. Miss Walker mentioned that in Chicago the Red Cross and some other agencies had developed plans whereby students work receiving $65.00 per month and also attend school for 20 hours a week. It was felt that little planning had been made for the beginning student and that there is a large number of students needing financial assistance. St. Louis University was noted as offering six first year fellowships, provided the student takes her major in medical social work. This plan is worked out with the hospitals.

This whole discussion on personnel was one of immediate vital interest to all the group. In general the problems related to the increased need for trained personnel and the various methods by which these needs might be met. Reference was made to salaries and some of the problems constituted by existing salary ranges in social work, but no particular emphasis was given to this factor in the discussion. The meeting was closed because the end of the hour had come, not because the interest had lagged or the subject had been exhaustively or conclusively dealt with.

The Association's Membership Standards

Mrs. Dorothy Watson, Chairman of the St. Louis Chapter presided at the Thursday meeting which 150 members attended. Miss Clow, Chairman of the National Membership Committee, gave a brief review of the history of the Association's membership requirements. She emphasized that from the beginning of its existence in 1922 the Association has had defined membership requirements, and has recognized in them the idea that a profession requires special training for its practice. The early standards gave precedence to professional education in a school of social work as an alternative to admission through experience only. In 1929 the Association revised its standards to provide for meeting the regular requirements solely on the basis of the professional education route. During the last three years the Association again undertook a thoroughgoing review of its requirements with particular focus on how the present standards related to requirements for practice in the four areas of group work, probation and parole, community organization and public welfare.

Readers of THE COMPASS are familiar with the report of the National Membership Committee on completion of its study and the committee's conclusions about the reports of the four subcommittees which studied the areas referred to above—see March 1943 COMPASS. A summary of the discussion at the New York City regional meeting on membership requirements was given in the April COMPASS. With this background material available we are not repeating here the points about the National Membership Committee's recommendations and the National Board's proposals which will be submitted to the membership for a mail vote about June 1st.

Discussion from the floor at the St. Louis meeting brought out several interesting comments. The prevailing opinion expressed by members of various chapters was that most of the members in their chapters concurred in the majority report of the National Membership Committee which recommends that for the immediate future the present requirements be retained and that there should be no special provisions for the admission of those practicing in a particular area of social work. One member wondered why, if there was this kind of general agreement in the chapters the whole question of the membership requirements was such an issue.

Another member likened the discussion about getting in leaders who cannot qualify under the regular requirements to a statement in a merit system law which provides for an increase in salary after "meritorious and exceptional service"—a difficult phrase to interpret. He thought it all boiled down to whether social workers want to be a profession; if they do the membership requirements should be raised as soon as possible. If that goal is accepted then it naturally follows that the membership standards will be high. Another member noted that the requirements for junior membership are now so low that revising them downward would leave little room for pretense at being a professional organization.

A member of the Association in probation and parole work spoke about the indifference in that field to membership in the Association. He considered that one reason for disinterest might be dull and uninteresting chapter meetings. A member in community organization felt it would be a pity to set up separate standards for the admission of special groups. In his opinion persons operating in special fields need professional education in social work.

There was considerable discussion of the possibility of an "associate" or student membership classification. One member suggested that the former plan might be adopted for the duration of the war because of the difficulty of securing qualified personnel. Miss Clow said that in setting up an associate or sub-junior class it would be necessary to consider whether such members would be able later to advance to full membership. In regard to a student membership classification, Miss Clow explained that the National Membership Committee would study this question in the immediate future, and there was general agreement in the meeting that it might be advantageous to offer some form of membership to students who would be able later to qualify for full membership. This brought out the point that less than half of the graduates of schools of social work now join the professional association, and led to a discussion of chapter plans for recruitment for AASW membership, and the need for a vital program to interest well qualified social workers.

Other points noted were that the Association has a responsibility for seeing that junior members who wish to qualify for full membership have the opportunity to do so and it was agreed that we should be more active in this respect. The difference between licensing to practice a profession and the educational standards for achieving professional status was pointed out.

A great many related points bearing on unevenness in educational facilities, the present background of those in practice, etc., were also brought out. As was the case in the New York City regional meeting on membership issues, the discussion had to be cut short because of the conference schedule.

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SPECIAL SECTION

NEW FRONTIERS IN SOCIAL WORK

SELECTIVE SERVICE—CASE WORK PROGRAM OF NEW YORK CITY

Marian McBee

SOCIAL CASE WORK AS APPLIED TO SELECTIVE SERVICE PROBLEMS

Cornelius Utz

CLEVELAND'S EXPERIENCE IN THE DEVELOPMENT OF DAY CARE FACILITIES

ORGANIZATION OF THE PROGRAM

Mrs. Jeannette Marsal

THE COUNSELOR SPEAKS

Mrs. Caroline Ford

FOSTER DAY CARE: AN EVOLVING COMMUNITY SERVICE

Mrs. Glenna B. Johnson

USE OF SOCIAL WORK IN A UNITED STATES EMPLOYMENT SERVICE OFFICE

Glen Leet

THROUGH the work of the AASW committee concerned with the organization and planning of social services this special section of THE COMPASS carries six articles describing new areas where social work service is being used to meet needs growing out of war conditions:

These articles demonstrate that social workers, who possess a special training, skill, and experience, have extended their services most opportunely to help their communities disturbed and disrupted by war and its concomitants. They describe only a small sampling of the expansion and development that social work is experiencing. We plan in the future to bring to the membership more of this information and are looking to the membership and the chapters for suggestions.

Many communities have employed their social work resources to assist draft boards, the selectees, the rejectees, and their families. Thus social work is extending its service and influence and we hope gaining new support and understanding. New York's experience described here has been somewhat peculiar because social workers giving this service become members of the staff of the draft boards. The articles by Miss McBee and Mr. Utz supplement each other in furnishing a vivid picture of the service and how it was organized.

The story of Cleveland's day care program illustrates how a community has responded to the initiative of social workers to organize and utilize their resources for a growing and war-induced social problem.

Rhode Island's inquiring mind and determination have resulted in a "strong case" for the need of social workers in our employment offices and we are glad to report this successful demonstration as evidence of the development of "new frontiers" in social work.

In these "new" services social workers have left their sponsoring agencies and temporarily cast aside their identities to pioneer under new auspices where previously social work service was not usually existent.

SELECTIVE SERVICE—CASE WORK PROGRAM OF NEW YORK CITY

By **Marian McBee**, Executive Secretary, New York City Committee on Mental Hygiene.

THE process of selecting for military service those men who are eligible under current regulations has many aspects which are in the area of social work. The evaluation of dependency claims, the determination of physical and mental fitness and problems of families related to a man's entrance into military service, are some of the questions with which the case worker is especially equipped to deal, which arise in the process of selection. When the Selective Service Act was put into operation, social workers were eager to be of assistance, but there was no provision for them to work within the Selective Service system.

In several cities throughout the country, groups of social workers have been developing various ways of making their services available to the Selective Service system. The history of the development of a case work program in New York City has some similar elements of programs developed in other places and gives an interesting picture of the development of a volunteer program in social work to meet a need of the war.

In the original Selective Service plan, physical examinations were done at local boards, with Medical Advisory Boards available as consultants on special medical and psychiatric problems. In March 1941 an experimental project of providing psychiatric social histories for the use of the psychiatrists at one Medical Advisory Board in the city, was begun under the auspices of the New York City Committee on Mental Hygiene and the Mental Hygiene Section of the Welfare Council. This project was developed at the request of Dr. Richard M. Brickner, the Medical Advisory Board psychiatrist, and in cooperation with Colonel Samuel J. Kopetzky, Director of the Medical Division of New York City Selective Service.[1]

[1] "Potential Functions of the Psychiatric Social Worker under the Selective Service Act," by Winifred W. Arrington, New York City Committee on Mental Hygiene, and Grace Grossman, National Council of Jewish Women, Brooklyn, *American Journal of Orthopsychiatry*, October, 1942.

At about the same time, a project in volunteer medical social work was developed for the New York draft boards by the North Atlantic Division of the American Association of Medical Social Workers. In this program, volunteer medical social workers interviewed men who were found to have remedial physical defects, discussing with them the resources for treatment.[2]

In the meantime, the Welfare Council of New York City formed a committee on Social and Health Problems in Selective Service, which had a sub-committee on Social Work in Selective Service made up of representatives of medical, psychiatric, and family case work. An overall plan for social work participation in the Selective Service was developed, which recommended that social workers at local boards be available for all case work problems as they appear in the local board work. Consultants in the social work specialties were recommended. This plan required paid administrative staff and funds for financing it were never made available.

Since there was a change in Selective Service regulations and procedures on January 1, 1942, modifications in the plans for social workers' aid in the screening process and in the services to registrants and their families had to be made. Two volunteer projects were carried on during this year, one a demonstration by the Family Service Section of the Welfare Council on the case work services to registrants or their families at local boards, and another by psychiatric social workers preparing histories on cases referred by the local boards as psychiatric problems. Throughout this year the need for an integrated program of case work in the Selective Service program was apparent but the development of such a program was held up by lack of funds. In January 1943 funds were made available to the New York City Committee on Mental Hygiene by private psychiatrists, the Josiah Macy, Jr., Foundation, and The New York Foundation, to organize and

[2] "Medical Social Service for Selectees," by Theodate Soule and Sadie Shapiro, *The Family*, July, 1942.

carry on the case work service for one year. An Advisory Committee of the Welfare Council acts as the supervisory committee to the project which is known as the Selective Service-Case Work Program.

The paid administrative staff consists of one psychiatric social worker and two secretaries who are located in the New York City Selective Service headquarters office in the Medical Division. It should be noted that the program was developed with the finest cooperation of the Medical Director of the Selective Service system.

The first problem to be met was that of recruiting volunteer social workers to serve the 280 local boards in New York City. The recruiting was done through case work agencies by means of a letter to the directors of agencies having qualified case workers. The qualifications required for the volunteer workers are graduation from a school of social work and a year's experience in a qualified case work agency, or its equivalent. Another requisite is willingness of the worker's agency to contribute some of the worker's regular office time for the necessary clearing of cases and getting reports from agencies which could not be done in the evening. Agencies were also asked to give the workers permission to clear a small number of cases in the Social Service Exchange at the expense of the agency. The response to the request for volunteers was prompt and gratifying, with three hundred and six workers immediately available for this voluntary service.

On January 18, 1943, the volunteers were sworn into the Selective Service program by Colonel Samuel J. Kopetzky. Workers who have become volunteers in the program since that time sign the oath of office and all workers have identification cards.

In the meantime, letters had been sent from Selective Service headquarters to local boards, explaining the service that was being offered by the volunteer case work program. This service included aid in psychiatric screening, investigation of social and health problems of registrants or their families, and referral of such problems to appropriate community agencies; and the possibility of developing case work service for the rejected and discharged men who are being returned to local boards. Most of the local boards responded with eagerness and enthusiasm. A few believed that they were able to handle all such problems themselves and had no need of social work assistance. It was interesting to note that some boards who at first did not want the service later requested the assignment of a social worker.

In assigning the workers to local boards every effort was made to locate the worker in a convenient district, either in the area in which she worked, or near her home. It has not yet been possible to have individual workers assigned to some outlying local boards, but all boards have a worker on whom they may call for special problems and 216 of the 280 boards have at least one regular worker assigned.

The function of the case worker at local boards has been described as aiding in the preparation of history material for psychiatric screening and in giving case work service to registrants, or their families. All cases come to the workers through the local board members, clerks, or medical examiners. No hard and fast procedures have been set for the work at local boards but each worker has been asked to talk with the board about the types of problems on which a social worker could be of help and to arrange details of referrals. Some problems are handled as short contact cases which the worker deals with at the board. These problems include temporary deferment of a man's induction pending arrangements for care of an ill relative, clarification of the allotment regulations, interpretation of a psychiatric rejection to a registrant's relatives, or other situations which may be satisfactorily handled by short contact. Problems which require the longer and more intensive services of case work agencies or health care are referred by the worker to the agencies in the community equipped to deal with the problem. Statistics on the types of cases handled are not available, but it is certain that many registrants and families are getting help from community agencies through the referrals from the social workers at the boards.

Certain forms for simplifying the clerical work and unifying the processes have been developed. Referral cards for referring problems to community social and health agencies, forms for requesting information from agencies on cases referred for psychiatric social history, and history forms for compiling a brief summary of pertinent information are provided for each worker. Records are kept of each case referred to the social workers with a brief statement of the problem and the action taken.

The history material obtained from social and health agencies is available for medical use only. The histories are sent from the workers to the medical director of Selective Service. If the data in the history warrant the registrant's rejection by the local board, the medical director writes to the medical examiner at the local board recommending disqualification. If the history does not justify disqualification at the local board, but does provide significant data for the psychiatric evaluation at the Induction Center, it is forwarded to the Chief Classifying Officer of the Induction Board who sends it to the examining psychiatrist. Through this process, the confidential nature of history material is protected and the social history does not become a part of the registrant's permanent file.

It has not been possible to have a program of clearance of all potential 1A registrants in the New York City Social Service Exchange. Effort is now being made to clear all registrants in the State Department of Mental Hygiene files. This would insure identification of all ex-patients of State Hospitals for the mentally ill, State Schools for Mental Defectives, and the Colony for epileptics. Local boards may refer cases to the social worker for social history or cases may be referred back from the Induction Center for further investigation.

In a project of this size it would be inevitable that the degree of acceptance of social work and the use of the services would vary greatly among local boards. It has been apparent that the degree of acceptance of the service is dependent on the help the worker can give to the boards. Pressures of time and numbers have been somewhat difficult for the workers but they have adapted remarkably to the needs of the job to be done.

Social Work in Selective Service is indeed social work in a new setting. Its first responsibility is to aid in the induction of those men who are qualified for military service. Services to relatives certainly add to the civilian morale and to the morale of the man in military service. The case work processes used are not new or different from peace time techniques, yet they must be brief and pointed. As one who has seen the case workers in this community volunteer and give generously of their time, and has appreciated the contribution which social agencies have made toward the program, I am sure that social work can and is adapting to the special needs and problems arising out of total war.

SOCIAL CASE WORK AS APPLIED TO SELECTIVE SERVICE PROBLEMS

By **Cornelius Utz,** Case Worker, Community Service Society of New York City.

CASE work has a contribution to Selective Service in two broad areas. The first is in assembling social and health information, both physical and mental, as an aid in classification; the second, in the adjustment of personal and family problems of Selective Service registrants and their families. Though varied and dramatically heightened, problems precipitated for individuals and families by some phase of the selective process are not new to case workers: financial and management problems, emotional disturbances in parents, siblings, husbands, wives and children, behavior problems, problems related to pregnancy, difficulties growing out of common law relationships and unwed parenthood, legal problems.

Since the passage of the Selective Service Act in 1940 case workers throughout the country have been looking for ways to make known to local boards their services in dealing with these problems. While the chief concern of this paper is with the application of case work to parts of Selective Service and to problems of registrants and their families, a point or two may be of interest about the activities in New York City and may help interpret what case work has to offer Selective Service.

In 1941 a number of projects in New York City in cooperation with Selective Service, were established. The family agency project, with which I am familiar, placed ten staff

members as volunteers in as many local boards in an experimental plan to make investigations in some involved social situations and to refer families to agencies when induction or its imminence was creating family problems. There have also been scattered instances in which a worker has gone to the local board in the neighborhood, just as one might go to any agency in the community, to tell of family agency services. Some local boards did not use the case worker in either instance; others have continued a relationship to the present. When the latter has occurred, good results have been achieved, not only in a demonstration of the usefulness of case work, but in effective referrals of families to agencies for help.

A plan of interpretation was needed which would extend these services to more local boards and to more of the potential client group. This was in line with the experience of other communities which indicated that registrants sought assistance for themselves and families chiefly in response to community publicity.[1] A two-way project was started with the hope of remedying this lack. One part, was the use of case workers by local boards. The other comprised the preparation and distribution of colorful posters calling attention of registrants to family service.[2] These are placed on waiting room walls of local boards and are supplemented by folders which can be distributed to registrants and their families. They tell of services and where, as well as how, to apply for them. Results remain to be seen. Selective Service Headquarters and many local boards have received them with enthusiasm.

As one becomes acquainted with local board members at work in selecting men for the armed forces, he is struck by the sense of responsibility with which they perform their task as volunteers to community and country. A volume of decisions must be made with speed, often involving complex social implications for registrants and their families. Here, services of case workers in securing *pertinent* facts can be utilized. It may mean the difference between sound and hurtful social judgment.

[1] Highlights, July 1941, Vol. 2, No. 5, page 71.

[2] The poster has a picture of a service man saluting and there is a caption, "If your family is okay, you'll be a better fighter—but if you have a family problem, call—," and a listing of the agencies.

Suggestions have been made that some information from agency files be offered to Selective Service to help in preventing the mentally unfit from being inducted. It can be done simply if the case is active and a discussion held with the client leads to securing his permission to submit information. The problem arises with those cases in which permission cannot be secured, or for reasons inherent in the difficulties of the client, as one suffering from psychosis, it seems unwise to discuss making a report. With full concern about violating confidence, the profession recognizes there are times when case workers must take on a protective role in the interest of the client himself, or others in the family or community. The answer rests on the one hand, in the controls Selective Service can develop for keeping such information confidential, and on the other in the case worker's judgment.

We have experienced from the beginning of threat to our national safety a gradual lessening of individual freedom and increase of social control. Such a change invariably occurs when the group is threatened by a strong hostile outside force. We accept regulations regarding food, air raid precautions, increased taxation and other forms of group control with consequent lessening of individual privileges because we are at war. In times of peace we would resent and fight against them. There are still elements of judgment and choice. Case workers can maintain their professional concepts within the framework in which they practice, even in times of war.

I suggest some safeguards for case workers in relation to the subject under discussion.[3] When investigations are made for local boards, case workers should introduce themselves to the registrants and collateral sources as seeking information for Selective Service to aid in classification. Case workers should clarify with local boards the specific questions and points of information desired in the investigation and *limit reports to those points.* Since case workers have skills in eliciting information through interviewing and establishing a relationship, making it easier to tell of difficulties, clients might divulge personal information having no bearing on the questions being studied. A case in point follows:

[3] Highlights, March 1941, Vol. 11, No. 1, pp. 16–17. See also Blue Bulletins on Family Welfare and National Defense, published by F.W.A.A. No. 6.

A young man, 20, requested deferment because of his mother's illness and his stepfather's unemployability. His allotment would be inadequate to cover their needs. The study requested by the local board revealed that the mother, of borderline intelligence, had once been hospitalized for mental illness. The boy was born out of wedlock. The aged stepfather, though physically incapacitated two years ago by an accident, is still mentally alert and responsible. For two years the registrant had completely supported the family and performed many strenuous chores at home. The stepfather said the son was anxious to go into the Army and assured the case worker of his and the mother's ability and willingness to manage on the allotment and public agency supplementation if the boy were inducted. The facts pertinent to Selectice Service relate to the mother's and stepfather's unemployability, the stepfather's sense of responsibility, and their willingness to manage on a marginal budget if the son is inducted.

With the increasing need for men in the Army, greater hardships will be faced by families of registrants and local boards will encounter increased resistance on the part of some families to face separation. Delicate diagnostic problems of selection will arise for boards in determining whether valid reasons based on individual human needs, or resistance to serving in the Army, account for a registrant's inability and lack of foresight in making adequate family plans prior to induction.

Case workers should be prepared for undercurrents of coercion of registrants to seek help with plans to release men for service. The problem is illustrated in the case of a man seeking deferment because of his wife's emotional disturbance. Study indicated that the wife could be helped to a point of stability if she secured psychiatric treatment. One might easily, because of group needs, fall into an authoritative position and try to force the man to secure treatment for his wife, thus freeing him for military service. If problems are presented which indicate services might be needed or desired, referrals to appropriate community agencies should be made. But people should make their own choices about seeking or using help. This is as basic to case work as is the process of helping people and throughout the helping experience, this concept of self-determination should be maintained. National Selective Service Headquarters underwrote this principle in an early directive showing that registrants and their families should choose whether they would accept help of community agencies with their problems.[4]

These problems have fresh sidelights, but present the same technical challenges as any case. The consideration of the problems is familiar—study, diagnosis and treatment. What is new, is the precipitating factor, coupled with the fact that *separation* is imminent or has occurred.

It is necessary also to understand the factors of anxiety, hostility, dependency, etc. In many instances, the reaction will be covered by a request for some concrete assistance. This is not to deny that many concrete requests will clearly indicate the problem, as in the case of the young man whose classification changed to 1A when his wife died in childbirth. He requested an Army home for the baby. After considering various plans with the case worker, he was able to enter the Army without undue concern about separation, having decided to have his mother care for the baby under supervision of a health agency, understanding that the case worker would keep him informed of the child's progress, and be available when his mother needed help.

A mother sought deferment for her older son because he was a parent substitute for a younger son with behavior problems. . . . The reality need for masculine identification was met by securing club activities for the boy. This satisfied the local board, but a problem was left for the mother because of her loss in separation. The case worker offered service to help in the adjustment to change. Part of this problem is seen reversed in the case of the registrant who could not face separation from an over-protective mother because of an exaggerated fear that this would bring death to her. This reaction resulted not in relation to a reality health situation, but to heightened guilt over an unconscious desire to separate and uncertainty as to how he would adjust to his new freedom. This young man felt reassured on

[4] Directive signed by Lewis R. Hersey, Deputy Director, from National Selective Service Headquarters, 4-3-41, to State Directors, for distribution to local boards.

The Results of the Mail Vote Will Prove It

learning about the reality of his mother's health condition and his adjustment in the Army was facilitated by placement in the tailor shop, his pre-Army occupation.

Dependency may increase in the face of such severe stress as separation. A wife sought her husband's deferment because of a heart condition. The prospect of separation disturbed her, not because of health or lack of a plan for living in her husband's absence, but her dependency heightened when she realized her husband wanted to go. Separation assumed the proportions of desertion.

Other exaggerated reactions accompany concrete requests for assistance, producing at times almost as much strain for the case worker as the family in steering a clear, even course through the adjustments to the separation, hostility, depression or helplessness to manage realities left behind. Counteracting forces, helpful factors in working toward adjustments, are pride in seeing a son or husband in uniform, a conviction that a democratic way of life and the fight for the four freedoms is worth a sacrifice. They produce a challenge to emerge from the deluge of emotions, to face separation and to keep things going at home as a contribution to the soldier's morale.

CLEVELAND'S EXPERIENCE IN THE DEVELOPMENT OF DAY CARE FACILITIES

I. ORGANIZATION OF THE PROGRAM

By **Mrs. Jeannette Marsal,** Director, Emergency Child Care Committee.[1]

Cleveland got off to an early start in anticipating the needs of war working mothers, with the firm resolution that standards and regulations should prevail from the first, with many persons in planning circles recalling vividly child care problems occurring during the last war. The Cleveland Emergency Day Care Committee was organized in July 1941 by the Children's Council of the Cleveland Welfare Federation. The committee also came under the sponsorship of the local Civilian Defense Council in January 1942. Originally the committee was made up of representatives from health and welfare agencies. Gradually the membership was extended to include representatives from education, industry, labor unions, civic organizations, women's groups, the United States Employment Service, the Metropolitan Housing and the public.

From the time the committee was organized until May 1942, its work was largely planning, studying, estimating probable need and demand for day care services, and reviewing available facilities. Its first service to the public, initiated in May 1942, was a consultation service for mothers offered in the office of the Welfare Federation regarding existing facilities for the day care of children. This has continued, serving 1800 mothers to date. The counseling is given by social workers on the staff of the Emergency Child Care Committee.

Many mothers have always worked outside of the home and depended upon community facilities for the care of their children. For the first time in Cleveland, however, counseling service by social workers was made available. Stimulated by the increased demand for women in war industry, social work and the community organized a special service for what is a larger, but not a new, need. The by-product of this counseling service has been the development of an indicator of area and neighborhood needs which has been used by the committee in planning and establishing additional facilities for children.

Day Care Centers

Two plans have developed simultaneously in Cleveland to meet the demands for the care of children, namely foster day care, and day care centers. In those neighborhoods showing the greatest need based on actual requests, day care centers have been organized

[1] Based on paper presented at Pennsylvania Conference on Social Work, April 1943.

along lines which follow as closely as is possible in an emergency program, the accepted standards in accredited nursery schools. Educators and social workers have met in an unprecedented unanimity of purpose to provide safe, healthful places for mothers to leave their children when they decided to go to work.

Each center represents truly a community enterprise with wide lay as well as professional participation. Although the Emergency Child Care Committee has initiated neighborhood planning for the most part, the responsibility for operation of the center rests with an officially constituted local committee which hires workers, handles money, and determines policy. In many cases, before the demand was actually expressed, the local committee has begun in response to community consciousness of the importance of planning in view of *probable need.* In these instances time has permitted the most careful selection of space and sponsors, and there has developed a breadth of interest on the part of natural community leaders which has gone far in solving the many problems incident to the complicated business of creating an emergency child care center. Because we believe so thoroughly in the neighborhood approach and have followed this pattern so consistently in the establishment of new centers, an instance of community participation is cited:

In one neighborhood the local committee, soon to be incorporated as the Board of Trustees, is composed of people in the following positions: The wife of the assistant principal of a large high school, who is the chairman; a retired branch bank manager well known in the community and incidentally a natural treasurer; representatives of three service clubs; an elementary school principal; a visiting nurse; several members of the board of trustees of the church, which is housing the center; the editor of the neighborhood newspaper, a woman who employs the art of propaganda with a skillful hand; and a member of the staff of the Institute of Family Service responsible for application interviews. In addition to these groups, formally represented, there are many which contributed in service and money to organization of the center. For instance, the men on the faculty of the high school made the cots on Saturday mornings thereby saving two-thirds their cost; the boys in the woodworking class cut the pickets for the fence; the girls in the home economics course have sewed and painted orange crates and are giving time in child care in the nursery for which they will receive school credit. Everybody had a part—even the minister helped to paint the kitchen. As might be expected there is increasing evidence that broad community participation in the organization of the center means greater and more immediate use of the new facility. In addition to this fact the community as a whole profits from participation in a concrete wartime project, and social work makes many new contacts. It has been interesting to see private interest grow into community interest when committee members came face to face with new problems.

This was illustrated when a small war industry, losing women workers because of child care problems, offered to underwrite a day care center which was opened on a neighborhood basis. It developed that the center was being used to a large extent by miscellaneous workers and not very extensively by the workers from the plant providing the funds. In fact, there have never been more than 8 of the 30 mothers using the center employed by the sponsoring plant, while as many as 10 worked for another war plant not contributing to the center. This was the source of some amusement, but there has been no lessening of support by the original sponsors.

Responsibility for equipment and other initial expenses has been assumed usually by neighborhood sponsors, with the Emergency Child Care Committee assuming budget deficits which contributions and fees fail to meet. Funds for this purpose have been provided by the Cleveland War Chest and by the Cleveland Foundation. Application for Federal funds under the Lanham Act was made through the Cleveland Board of Education and was recently approved to carry on and expand the program.

Even though the responsibility for managing the day care centers rests in the neighborhood, devices have been developed for tying together these various programs through central services. These include a registered nurse who represents the Division of Health of the City of Cleveland as well as the Emergency Child Care Committee, a menu service, a volunteer service which trains and places volunteers to supplement the paid staff in the centers. We have just secured the services of two supervisors on the Day Care Central staff, one for the pre-school and the other for the extended school program. This service had

been borrowed from other agencies up to this time. In addition to these ties with the day care centers, a lay member of the Emergency Child Care Committee becomes a member of each neighborhood committee to serve as permanent liaison.

Because we want to preserve as good nursery school procedure as possible, at a cost the community can carry, the Emergency Child Care Committee has recommended to the centers a minimum paid staff, for a unit of 30 children, of director, one or two assistants, a cook and a helper. Of course an 11 to 12 hour day requires more help than this, and we look to volunteers to supplement. The office staff includes a secretary of volunteers who recruits volunteers for a series of training courses. One hundred and thirty volunteers have been trained and have given 7700 hours in the centers in the past ten months.

In May 1942, there were supported by the Community Fund eight day nurseries with a total capacity of 492 children. At the present time there are 36 centers of which 21 are pre-school and 15 school age, capable of caring for 1617 children. These 36 centers include the original 8, 13 newly established according to the pattern described, 5 converted from the former W.P.A. program to full day care and 10 privately operated but licensed by the State Welfare Department. At least 12 other neighborhoods are in various stages of organization. Ohio was fortunate in having ready for this emergency carefully outlined standards in its Department of Welfare for licensing the individual home, the group home and the day care centers. The licensing procedure applies also to the privately run nurseries which the state representative supervises. Working mothers are referred to these licensed private nurseries by the Emergency Child Care Committee. The Cleveland Division of Health also has standards which must be met before children can be grouped together for day care.

Problems

As in other communities our greatest problem is the general apathy of many mothers toward the whole matter of child care and the resistance in certain groups to payment for such service. Although a good publicity program is all important, a program of parent education is needed also. Only recently have we begun to see the increasing awareness by parents of pre-school children of the values of a planned program of child care as against a haphazard one. Only recently are pre-school centers being filled to capacity. Of course the school age group represents the more serious problem in terms of inducing the mother and the child to use day care. To the mother who has never paid for any kind of child care and to the child who has known great freedom, signing in and out under supervision, and *paying* to do so, presents a very new pattern for a mother to consider.

Two techniques to build enrollment are emerging in the school age centers now operating. Personal interviews with parents of children known to be unsupervised are found to be most expedient. This means staff must be available for home visits. It has been discovered that mothers can be interested in enrolling their school age children because of the well balanced noon meal. They see this as more of an inducement than the supervision offered because it relieves them of the responsibility at night to provide a cooked meal. With the burden of two jobs and the present marketing problem this means real help to a busy mother.

One school age center sees its enrollment building up because of the very well stocked game room and the unusual equipment available. Children become so absorbed in their activities that they dont' want to leave at the end of the day and children not included hear about the program from their friends and ask their mothers to enroll them.

The "satisfied customer" is the best advertisement for the pre-school centers—with one mother referring her neighbor. We've been interested to see this same procedure followed with respect to foster homes, where an unusually good foster mother may develop her own clientele on the recommendation of the first mother to use her home.

An attempt to use personnel offices of war plants to interest mothers in day care facilities has been discouraging. Many times, upon application for a new job, a mother with high hopes that the plan she'd made for her children with a neighbor or sister-in-law will work—says her child care plans are "satisfactory" so no further questions are asked by the employer. In other cases the applicant merely states that she has no children. This complicates matters when the mother must be absent or leave the job because her plans for child care break down. But we find it is

at this point that the employer remembers what he has heard about child care facilities and calls our office.

A new plan now in effect for the exchange of information through union offices and through union representation in the plants may help mothers who need day care to know where to get it. An extensive publicity program including press, radio and publication has had local effect, but even though this program has been in the hands of an expert and has certainly made an impression on the reading public, we question how much it affects the individual mother's plan.

An outstanding feature of the day care center organization is the participation of a case worker from the Institute of Family Service who serves as intake consultant and is continually available to the staff of the center.[2] Although we say we are in no sense a factor in the mother's decision to go to work—that we merely provide the facility in the event she decides to work—nevertheless a careful intake interview serves to point out the difficulties to be met in the choice she has made. We hope our desire to fill our centers has not prevented the discouragement of plans obviously ill-considered. In some instances where desperate mothers apparently have assumed work was the way out of a complicated home situation, other help can be offered through referral to case work agencies. In addition to the obvious function related to the setting of fees and giving of information, the family case worker has assumed her responsibilities to include:

1. Encouraging parents to weigh values by making them aware of the potential hazards to themselves and their homes inherent in their carrying too heavy a load and in separation of children from home and mother.

2. Helping them arrive at their choice on the basis of a careful consideration of the less tangible advantages and disadvantages to themselves and family rather than to decide only on the basis of money, personal preference, or other such material motives.

3. Helping the parent who decides to work to present placement to the child so that he can accept it as an opportunity or necessity rather than as rejection.

4. Watching the effect of placement on the individual child so that danger signs can be spotted early and preventive steps taken.

5. Observing the effects of the double responsibility on the health of the mother, and the response of the father to the situation in the household.

II. THE COUNSELOR SPEAKS

By **Mrs. Caroline Ford,** District Assistant, Jackson Office, Institute of Family Service.

Family case workers have watched with growing concern the steady stream of young mothers going into industry, necessary though it might be to have more workers for the war effort. Recognizing the difficulties arising from the mothers' double job, possible breaks in mothers' health, the detrimental results of this wholesale separation of mothers from children, family case workers are faced with the necessity of taking constructive steps in helping to counteract some of these effects. Thus, the family social work in a new setting becomes a reality.

In Cleveland the Institute of Family Service is lending eighteen workers to these centers to provide counseling services to working parents. The workers have gone outside their own offices to the centers to give this counseling, thus identifying themselves with the centers. In most cases their other agency connections are unknown to the parents. In taking such steps, family caseworkers are expressing their fundamental interest and concern in the social forces which affect the smooth functioning of families as well as their intention to participate in active efforts to control and direct these forces. The counselors in day care centers are in a strategic position, not only to obtain first hand knowledge of the families who request the services of the center, but also to bring this knowledge, positive and negative aspects alike, to the

[2] This service is described in detail in Section II of this article.

community as an aid to continued social planning, so that the child's substitutes for home and mother may be as constructive as possible.

In some centers counselors are finding that families, known to many other agencies, are using the day care centers as another means to solve the difficulties in the home, many of them of considerable duration. In other centers families without previous contact with any social agency are requesting the services of the nursery. Some parents have made careful, well thought out plans, in which the use of the day care center is intelligent and constructive. Others are confused and bewildered, approaching the nursery as the solution to all their problems. The centers are being used both by mothers who have always worked and those who are going to work for the first time.

The children in the centers also are exhibiting a variety of reactions. Many children adjust easily to the routine, appear to be happy and contented in spite of the unfamiliar situation and its newness. Other children show feeding difficulties, temper tantrums at slight frustrations, refuse to take naps and cry loudly when brought to the nursery. Many of these reactions clear up easily under the handling of the nursery school teachers; others persist over longer periods of time. Some of these difficulties, often partly problems of the parents which the child is reflecting, are eased through direct work with the parents by the counselors, so that the parents themselves can contribute more effectively to the success of the nursery placement.

A philosophy of the family agency's participation in this emergency program has evolved from the practice and thinking of the counselors. They believe their responsibility in the job is four-fold. Counseling to parents at the point of intake helps many parents to test their plan against the eligibility requirements of the nursery. Many need a more flexible plan and are referred to the proper place such as the foster day care program; many others meet the requirements of the center and can fit it into their own plans. Still others are helped to recognize that their plan for going to work was not a valid one and use the counseling service to clarify their own thoughts and ideas about working.

A second responsibility of the counselor is continuing service to the families using the day care center. Such a service may be in relation to the child and the problems of adjustment he may be showing in the nursery, or in relation to changes within the home situation which in turn react upon the child. The service may even include direct work with the parent around her own problem with the goal of referral to another source of case work help. Such referral to another case work agency is considered the third responsibility of the counselor and is often done either at the time of intake or later after the parent has grasped her own need for help from another source.

A research responsibility is also inherent in the counselors' job. The gathering of information about the developments within families as a result of war pressures is knowledge which is valuable for use not only in social planning during the war emergency but also during the post war period.

Through this participation, although operating under the pressure of an emergency, the family agency is continuing its services to protect and safeguard the best interests of families. Flexibility and experimentation within a brand-new setting are the keynotes to the method along with constant evaluation of the results. Thus, in becoming a vital part of this emergency program for families, the family agency continues its function as one channel through which the community expresses its wish and conviction for the preservation of sound family life.

III. FOSTER DAY CARE: AN EVOLVING COMMUNITY SERVICE

By **Mrs. Glenna B. Johnson,** Consultant in Child Care, Emergency Child Care Committee.

The Emergency Child Care staff was receiving many requests from young mothers with children under two where the father had gone into the Army or was planning to do so. It was thought at this time that the needs of our war industries might be so great that mothers of quite young children (since these mothers are usually of the age and adaptability most desirable to industry) might be drafted for war work. At any rate many of them were going to work and asking for plans for their children. As social workers we had many questions about the effect on the children of the mothers' employment. Could we help the children more by discouraging the mother's working or help her to make the best plan possible for her child if she "had to work" or felt such employment offered more values for her than staying home? There was some fear expressed that giving publicity to new resources for the care of children—especially the child under two—might lead to mothers leaving their children to work who might not otherwise do so.

In cooperation with the Ohio State Welfare Department Division of Children's Services, a local sub-committee with representation from the family and children's case work fields and workers in child health set to work to establish standards for homes which would provide day care for four or less children. Five or more children in one home constituted a group home and came under a different set of standards, approximating the standards in child care centers for twenty or more children. The standards evolved are those now adopted and in use by the State Welfare Department. They recognize certain well-established values in the selection of foster homes, such as motivation of the foster parents, setting of the home, play space, cleanliness, sleeping or napping facilities, toilet arrangements. Notable exceptions to standard practice in selecting homes for full time care have been that the foster father is not seen although his attitude toward the plan is considered with the foster mother; that space can be much more limited as it is felt that the child can nap on a cot or even a family bed; that although three references are obtained these are usually not seen personally but instead consulted by letter or telephone.

The actual home finding itself received tremendous impetus through the offer of one of the local newspapers to secure offers from mothers wishing to help out in the war effort by caring for the children of other employed mothers. In November 1942, the names of over 500 possible homes were secured in this manner and upon investigation by an experienced home finder a surprisingly small number proved to be unsuitable for licensing. Naturally many later changed their minds or their situation was altered before the homes could be investigated and licensed. At the present time we have 193 certified homes (capacity 413 children) with 49 homes in use, caring for 96 children with 118 listed as available. This does not mean that we have many more homes than we have use for, but rather that the needs of the parents and the homes available do not match in terms of age, sex, and cultural backgrounds acceptable to the foster parents. In certain areas of the city we have few homes available and cannot meet the requests of parents asking for care.

Foster family day care seems especially adapted to:

1. Care for the young child or baby under two years of age where group care is obviously unsuitable from a health standpoint, emotional excitation, and expense.

2. Care for a child of any age where the parent works part-time or has other arrangements through members of the family for part of the day. For example, the mother works on second shift (3–11 P.M.) and needs care from 2 to 6 P.M., when the father can pick up the child.

3. Care for one pre-school and another school age child where the use of a center for the pre-school child (if the center serves that group only) would involve the parents going two different places.

4. Care of the child with special health needs—cardiac, orthopedic conditions, mental retardation where the child should not be with a group or cannot make use of group experience.

5. Temporary care pending establishment of a center.

6. Care for children in areas where the need is so scattered as not to justify a center from the point of view of numbers.

How were parents to make use of these homes? Would we be dealing chiefly with a group of responsible, adequate parents who needed a reliable place to leave their children while they worked? If so, why not, as our newspaper proposed, publish the list of certified homes from time to time and the parent could select the one nearest or even shop around a bit to find the one she liked best. After all this is a democracy and the parent has the right to choose her own home. By this time our consultation service was becoming a more truly counseling service with trained case work staff interviewing parents and foster parents and we were finding out certain things about each. For example, the foster parents didn't like to be besieged by innumerable telephone calls after their homes were filled, nor by requests of parents to care for children of ages and sexes they did not want or with other special needs they were not willing or able to meet. The foster parents preferred to have the parent referred by the Emergency Child Care Committee where we knew what they were able to do. The parents, too, expected us to counsel with them to the point where we might suggest the most suitable home to meet their particular situation. Our counseling service has discovered other important facts about the parents requesting care for their children. Since May 1942, we have had some 1800 requests for some form of care. Over half are known to the social service exchange. About half, or 900 of these, have been referred to child care centers, but with the remainder, except for a small group referred to other agencies or who decided after talking it over not to go to work, there has been discussion of and referral to a foster day care home. Yet only about one parent out of seven has actually placed his child in a day care home. What happens to the others? For the most part we do not know, for very few call us back or respond to our routine postcard, sent one month after referral if we have not heard from the parent. Was the parent "shopping around," comparing what we had to offer with a plan he already had in mind? Did the mother think it over and decide on a better plan for her needs? After she understood what would be involved for her and her child did she perhaps decide not to go to work at all or at least not until her child was older?

Who shall be eligible to place her child in a day care home? Obviously it is the job of social workers to assist in developing and establishing criteria of eligibility for new social services, but it is also necessary to have some back-log of experience before crystallizing such criteria. On the other hand to be most helpful to the parent, counseling has to be performed by an experienced case worker in a setting and framework where she can give ready assurance to the parent as to his right to the service, his obligations in using the service to the foster parent, his child and to the child care office. A Case Advisory Committee composed of representative case workers from the family and children's field, some laymen from the Central Planning Committee for Child Care under the Office of Civilian Defense and the staff have been working on this question. Such tentative criteria as have evolved to date out of our experience are:

1. That the mother be employed or have demonstrated to the consultant her serious intention to be so within a very short period.

2. That the parent agree to have a physical examination for her child, including diphtheria immunization and vaccination, if she has not already done so.

3. That the parent be willing and financially able to pay cost of care ($1.00 a day upwards) and to sign a contract with the foster parent to this effect, paying two weeks in advance.

4. That the parent agree to place his child in the home only in day time hours (usually interpreted to be between hours of 6 A.M. and 7 P.M.) and not leave child over night.

5. That parent provide rationed foods to be eaten by child in day care home or permit foster parent to make use of child's ration book.

The child care staff is expected to make such exceptions to these requirements as the special needs of the client indicate. Chief of

these is in making the service available to other than an employed mother. To the degree resources permit and requests are made we have provided service to fathers during a wife's illness or confinement. Here it is possible to speculate as to whether some form of day care service might become an integral part of community social services after the war and meet effectively with less trauma of separation for the child the needs of many children during periods of illness or absence of the mother.

Within the above indicated structure and function it becomes the job of the case worker giving counseling service to assure the parent of his right to the services providing he meets the rather simple standards of eligibility, to interpret these to him and to discuss with him specific difficulties he may face in their use. The parent may be a competent, resourceful, self-directing person, with well thought out plans needing primarily information and interpretation of the service. Even here the personalities of the parent, child and foster parent require the case worker's skill in considering their relationship to each other as well as distance from the parents' home, hours of work, hours she needs care, transportation, child's schedule and formula if a young baby, and the parents' attitudes toward the conditions of care. Very often the parent is a confused person trying to solve basic family problems through going out to work and here counseling may involve consideration of her situation with her to the point where she can accept referral to another agency or see more clearly what will be involved for her and her child in the plan she contemplates.

What is the consultant's responsibility after placement, to the child, the foster parent, the parent? We made our first placement in November 1942. Out of the first 33 children placed, five left the homes during the first six weeks of placement. Only six out of our 96 present children in day care homes have been there longer than three months. We know what it means to young children to be shifted frequently from place to place, particularly if it involves new parent surrogates. Two youngsters from the same family have "worn out" three foster homes. What then becomes our responsibility to these children? Obviously it will mean some continued contacts with their parents and so far our staff does not permit of continued, sustained case work service. Can such service be performed by established social agencies on a cooperative basis? Some feel that it can. And yet does not the parent expect his consultation about his child and difficulties encountered in his use of day care to be the concern of the agency giving that service. Is it not there he naturally will look for help?

We must bear in mind that so far mothers of young children have not been drafted for industry. On the contrary the War Manpower Commission has specifically discouraged them to date. Who then are these working mothers? Some are women who have always worked and found many of their satisfactions out of the home; some are young wives with children conceived after Pearl Harbor whose husbands have been called in the armed forces and who wish to supplement their allotments to "keep the home fires burning." Some are working to pay off old debts; some see this as a chance to make hay while the sun shines. Many of them had friends, paid help or relatives caring for their children, but these now have gone into war industry.

At the moment we have not determined the degree to which we can offer continued case work service. Factors limiting this are tied up with available funds, the general shortage of trained personnel, and the amount of such service which existing agencies can render. We are planning for one call in the foster day care home within the first month of placement. On the basis of the adjustment at that time the frequency of other calls will be determined, although it is expected that these will be at least at three months' intervals. In one out of four placements made to date there is some indication of difficulty. This usually reaches us through the foster parent's concern with child's behavior, or the parent's attitude and expectations, or in terms of the parent's request for replacement. We thought at first that professional social workers as volunteers might help with some of the "follow-up." Some already have done so, but with the demands on social workers in their own jobs we question our right to call on them after we have clearly established the need for regular professional case work service.

Another question a day care program faces is its relationship to the full time placement program. With the shortage of foster homes for full time placement where the parent must needs separate himself from his child, we have many requests for day care as a second-best substitute. Many of these prevail

upon foster day care mothers to keep their children over night and we find we have actually effected a true placement without the usual planning and safeguards provided by a good child-placing agency. Should then day care be a part of regular child-placing services under established agency auspices rather than as an emergency war time service? At any rate it is closely related to such services and much interchange is necessary. Certainly on the basis of our experience case workers experienced in the children's field are needed as consultants and for continued case work service in the day care program that is meeting a need that has come into bold relief because of war conditions.

In summary it would seem that foster family day care stimulated by an emergency is an evolving social service which is likely to continue after the war, and which is a valuable supplement to group care for young children, being better equipped to meet special needs, short time needs and the care of very young children. Social workers have an opportunity and an obligation to participate in planning for such services, in staffing the case work staff and integrating the new service with already existing social services. This new service, too, entails a responsibility for understanding and interpreting the advantages and hazards of such care for parent, child, foster parent and the community.

USE OF A SOCIAL WORKER IN A UNITED STATES EMPLOYMENT SERVICE OFFICE

By GLEN LEET, Administrator, Division of Public Assistance, Rhode Island State Department of Social Welfare.

FOR some time prior to July 1942 the Rhode Island Division of Public Assistance and the Rhode Island office of the United States Employment Service had been quite concerned with the need to determine first why only a relatively small proportion of the general public assistance families in Rhode Island, who secured employment, was obtaining it through the United States Employment Service and secondly, why only a relatively small proportion of the total case load was obtaining employment at all, in spite of the increasing number of available jobs.

As a result of conferences of representatives of the two agencies it was apparent that there was no lack of cooperation between the two staffs and there was no doubt that many public assistance recipients were registering with the Employment Service. In order to get at the root of the problem and to attempt to find a solution, it was finally agreed in a June 1942 conference of the two groups that a general public assistance social worker would be assigned to work full-time for one week in the Providence office of the United States Employment Service. At the end of the experimental period, July 13, 1942, the social worker made the following report, in the light of conditions at that time:

"The United States Employment Office is at war. . . . From now on it is expected that there may be less emphasis on professional and service placements unless a particular opening is allied to war production, such as a vacancy for a bookkeeper at a defense plant. . . . In addition, the office is handling the occupational questionnaires of the Selective Service. . . . As a result there are, on the average, one hundred interviews a day for this purpose only. . . . It is an extremely busy office and interviewers are too hard-pressed by the responsibility of matching men and jobs to attempt to cope with social problems and with every applicant's preconceived ideas of specific job requirements. No discrimination is evident, but selection is based rather on specifications as set forth by the employer and on qualifications as presented by the registrant. . . . According to United States Employment Service procedures, a person, to be considered available for employment, must register at least once every 60 days.[1] Some of our general public assistance recipients are unable to register regularly within the prescribed period, and their cards therefore have been removed to the inactive file. . . . The limitations and potentialities

[1] Since reduced to 30 days.

of many must be understood against a background of their earlier experiences. . . . My conclusions are that many persons need help, at the threshold of a job, in recognizing their capacities and their ability to release them and they need direction in their use of them."

This report set forth such problems as: the carelessly dressed man, vague and difficult to interview, who had been wearied and apparently defeated by the rejections of employers during the long depression period; the "lazy" man of the community who refused to apply for work at the plant where fellow-employees had formerly poked fun at his aloofness which they did not know resulted from his feelings of shame about his mentally ill wife; the middle-aged woman who had lost her business and in her opinion her prestige, and who could not believe that there would be any security for her in another field; the nervous young woman who feared to give up assistance to take employment lest assistance might not be available—which friends advised was possible—if she failed on the job; the Old Age Assistance recipient with crippled hands and suffering from the after effects of an abdominal operation, who had felt impelled to find employment when his only living relative, a son, had been killed in action. The social worker in the Employment Service in meeting these problems confirms or reinforces the treatment worked out in the District Office, and does so at a critical point in the recipient's life as he crosses a bridge to a new country which seems to him to be fraught with peril.

It was evident from this report that the type of brief interviewing, which was all that could be expected of an over-burdened office handling a large volume of placements and related war activities, was not effecting and could not effect placements in difficult situations in which recipients of public assistance were frequently involved. Especially, was this true if those recipients had for a long time been without employment and had developed some negative reactions to work. It was disclosed (1) that many assistance recipients needed more time for finding security at industry's door, and more opportunity for interpretive discussion than the usual employment interview permitted, (2) that many of them required the individualized understanding and encouragement which a well qualified social worker is equipped to provide, and (3) that there is needed the maintenance of a close liaison between the Employment Service and the District Welfare Offices.

As a result of this assignment of the social worker to the United States Employment Service, placements of assistance recipients through the United States Employment Service were increased seven-fold during the experimental period. Some of the persons placed had been receiving assistance since 1932. The additional cost to General Public Assistance of providing this social worker during the experimental period was $30.00, her salary. The money saving which resulted in this one week, through the increased number of persons placed in employment, was $125.20. This represented more than a 400 per cent return for money expended.

Of even greater significance were the facts that the persons placed in private industry (1) have generally received salaries substantially in excess of their assistance budgets, (2) have been assisted in finding a way of life which is more satisfactory to themselves and more useful to the community than the one which they had been living as assistance recipients, and (3) have gone into their jobs with a new appreciation of themselves and therefore have been more productive workers than they might otherwise have been. As a result the experiment was considered a success and was continued for a longer period on an experimental basis.

The responsibility of the social worker, generally speaking, follows the pattern of the United States Employment Service interviewer, but she specializes in the function of helping men and women to free themselves from the difficulties which interfere with the acceptance of the jobs which would utilize their capacities and with which they are "matched." The specific duties and responsibilities of a social worker assigned to the Employment Service are as follows:

1. Receiving each week in turn, from one of the five district offices of the City of Providence, a list of persons of employable age, and of the hours those persons will report to her during the course of the week.

2. Interviewing each person referred for the purpose of helping the applicant to evaluate the kind of work that he thinks he is able and wishes to do, and for the purpose of matching his qualifications with available job openings or training programs.

3. Referring the person interviewed to employment or to a training opportunity within or without industry.

4. Advising the District Office of any problems presented by the applicant which interfere with his acceptance of employment or training, and working together with the District Office on potentialities and attitudes toward work and specific opportunities.

5. Reporting daily to the District Office the result of each appointment made for her by the District Office.

6. Providing services to other applicants, referred to her by the staff of the United States Employment Service, who have an employment-related social problem.

7. Maintaining a close working relationship with the General Public Assistance counselling and testing service on the individuals known to both services.[2]

The original purpose of this program was to make more effective the efforts of both the United States Employment Service and the Division of Public Assistance in securing private employment for persons receiving public assistance. Experience has demonstrated that in an employment office there are to be found applicants with problems which tend to prevent placement and require the services of persons with training and experience in social work. Examples of such applicants are as follows:

Mr. J. had all of the qualifications needed for creating a favorable impression and for attaining success in industry except that his legs were rather badly crippled. Early in his period of incapacitation he developed fears of insurmountable limitations which were later increased as industry showed gruffness and impatience and closed its doors to him. As required physical examinations threatened him, the feeling of inferiority grew stronger until he began to believe that he was a complete burden to society. The result of a thorough study of his physical condition and testing of his aptitudes, arranged for him by his social worker in the District Office, had already provided a basis for discussion with him of his capacities. In interviewing time, scheduled for him alone, his fears came into the open and they began to dissolve as he examined them with an understanding person who had faith in him. When a sedentary war job—with specifications which he recognized that he could meet—came along, he was ready for it and he is now happily contributing what he believes to be his full share to the Nation's "All-out" effort for victory.

Mr. M. had been a machinist during most of his working life. Nine years ago a very serious arthritis condition forced him to give up working, confined him to bed for a year, and necessitated a long period of convalescence. When he first became able to take employment he could do only very light work on an unemployment relief project. This year at the age of 59, when he had acquired sufficient strength to do the heavy and responsible kind of work which he had a real inner urge to do, he found himself unable to apply for any job to which he could be referred. He could not believe that he could "fly with his own wings." Discussions with him in the Employment Service Office were focussed on the assets of his physical condition and on specifications of jobs which required no more than he could give. He finally discovered that he could do heavy work, was referred to a job as fireman in a plant which receives some of the largest war contracts which come into the State, and now earns $50.00 a week.

Rhode Island's experience has so far demonstrated to our own satisfaction that a plan which makes available social work services in an employment office accomplishes the following objectives:

1. Enables the Employment Service to make more effective use of the community's man-power resources;

2. Makes available to a greater number of individuals with social problems a way of living which is more satisfactory than is any kind of dependency;

3. Results in substantial savings in public assistance funds through affecting transition of individuals from assistance rolls to private employment; and

4. Benefits employers for whom contented workers will produce more satisfactorily.

Evidence of the success of the experiment appears very clearly in the recent decision of the United States Employment Service to assign to the project one of its interviewers who was formerly a social worker in the Division of Public Assistance. Our social worker completed her experiment on April 28. Objectives for the future, as brought forth in recent conversations with Employment Service personnel, have been outlined with respect to a broader coverage of non-assistance recipients whose problems need handling by persons with social work skill and a knowledge of community resources. This area has not yet been fully explored. There is to be worked out also an adequate service for the fully or partially employed who are in need of help in adjusting more satisfactorily to employment, and all along the way planning must be geared to the military and industrial demobilization of the post-war period.

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[2] Almost simultaneously with the beginning of the experiment with United States Employment Service, a Testing and Counselling service was separately established by the Department of Public Welfare in the City of Providence. The Division of Public Assistance after two experiments in the Spring and Summer of 1942 indicated that such service would be of great value. The method used by the service, as the name implies, is testing individuals in an attempt to determine what skills the person possesses and in what fields his interests may lie. The Testor-Counsellor, who is a trained social worker, and our social worker in the United States Employment Service have been working more and more closely together as their programs develop.

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